DOCUMENT RESUME

ED 066 571 VT 016 357

AUTHOR	Kassel, Myrna Bordelon
TITLE	Career Systems in State Human Service Agencies. Manpower for the Human Services.
INSTITUTION	Illinois State Dept. of Labor, Chicago, Ill. Human Services Manpower Career Center.
SPONS AGENCY	Manpower Administration (DOL), Washington, D.C.
REPORT NO	Monogr-2
PUB DATE	Jun 71
NOTE	202p.
AVAILABLE FROM	Office of Research and Development, U. S. Manpower Administration, Washington, D. C. 20210
EDRS PRICE	MF-$0.65 HC-$9.87
DESCRIPTORS	*Career Ladders; Child Care Workers; Correctional Rehabilitation; Employment Opportunities; *Guidelines; *Human Services; *Manpower Development; Mental Health; Occupational Mobility; Promotion (Occupational); *Research Projects; State Agencies; Subprofessionals
IDENTIFIERS	Human Services Manpower Career Center

ABSTRACT

This monograph is the second in a series summarizing the work progress of the Human Services Manpower Career Center, a special research and development project funded by the U. S. Department of Labor. This volume describes the work of the Center in designing career ladders and training programs in the areas of child care and corrections. Also included is a description of the mental health career ladder developed prior to the establishment of the Center. From their experiences in developing the career ladders, the Center has extracted a set of guidelines which would be useful to other agencies committed to the development and implementation of career systems in human services agencies, and these are provided in the report. Texts of the class specifications developed for each of the three career ladders as well as some of the more significant research findings are appended. Other monographs are available as VT 016 354, and VT 016 356-016 359 in this issue. (SB)

ED 066571

ED 066571

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

MANPOWER FOR THE HUMAN SERVICES

A Work Progress Report submitted in a series of five monographs to the Manpower Administration of the United States Department of Labor under Contract No. 82-15-70-22

MONOGRAPH NUMBER TWO

CAREER SYSTEMS IN STATE HUMAN SERVICE AGENCIES

ILLINOIS BUREAU OF EMPLOYMENT SECURITY
John M. Linton, Administrator

HUMAN SERVICES MANPOWER CAREER CENTER
Myrna Bordelon Kassel, Ph.D., Director

JUNE 1971

201 North Wells Street
Chicago, Illinois 60606

This report on a special manpower project was prepared by the Human Services Manpower Career Center under a contract with the Manpower Administration, U. S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under the Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the U. S. Department of Labor.

The monograph series was prepared by Myrna Bordelon Kassel, Ph.D., Director, Human Services Manpower Career Center.

Information on how to obtain additional copies of this report and of others in this series may be obtained from the Office of Research and Development of the U. S. Manpower Administration, Washington, D. C. 20210.

This document is Number Two in a series of five monographs which summarize the work in progress of the Human Services Manpower Career Center. The Center was established in July, 1969 by the Illinois Employment Security Administrator with the assistance of a United States Department of Labor, Manpower Administration, Office of Research and Development, planning grant. In 1970, Contract No. 82-15-70-22 was awarded to the Illinois Bureau of Employment Security by the same agency to enable the work of the Center to continue for a second year.

The monograph series includes the following five parts:

I. AN OVERVIEW OF THE WORK PROGRESS REPORT

II. CAREER SYSTEMS IN STATE HUMAN SERVICES AGENCIES

III. A CORE CURRICULUM FOR ENTRY AND MIDDLE LEVEL WORKERS IN HUMAN SERVICES AGENCIES

IV. COMMUNITY ORGANIZATION FOR ALLIED HEALTH MANPOWER

V. NEIGHBORHOOD-BASED CHILD CARE SERVICES FOR THE INNER CITY

CAREER SYSTEMS IN STATE HUMAN SERVICES AGENCIES

TABLE OF CONTENTS

I

BACKGROUND OF THE ILLINOIS EFFORT

During the past six years career ladder designs were developed for three human services departments within Illinois State government. The Mental Health Worker Career Series was developed internally by the staff of the Department of Mental Health and officially approved by the Illinois Civil Service Commission in December 1969. As of May 1971, the Department was reviewing a modified version of this series, proposed by a consultant firm which had been engaged to conduct a comprehensive personnel study of the Mental Health Department during 1970.*

In March of 1970 the Illinois Department of Personnel requested the Human Services Manpower Career Center to undertake the design of career opportunities systems in two State Departments, the Adult Division of Corrections and Children and Family Services. An agreement was concluded to share the cost of the field studies and technical work required. In October of 1970 these studies were submitted to all of the State Departments for their review and further action.

At the time these efforts were undertaken, the programs in each of these Departments was in its own unique stage of development and transition. During the period from 1965 to 1969 the Department of Mental Health was engaged in the effort to bring about massive changes in the State mental health system. The organization structure of the Department was being decentralized into eight regions. New zone centers were in the process of construction throughout the State and long-range plans were being shaped for a community-based mental health service system. Existing treatment programs within the State hospitals were being re-examined in an effort to upgrade the quality of service and to return hospitalized patients to the community.

In this climate of change the Department's leadership expressed its concern that an adequate supply of trained manpower be available to staff the new zone centers and hospitals programs. It was also prepared to re-evaluate existing patterns of manpower utilization at all levels and to consider the need for upgrading present personnel through the improvement and acceleration of training.

The Department of Corrections in 1970 was experiencing something of the same large-scale organization and program change as it began to move from custodial to social rehabilitation objectives within the penitentiary system. When the career studies were undertaken, this Department was preparing a long-range plan which called for a shift in the functions of

---

* On August 1, 1971, the Department of Mental Health Proceeded to implement the career ladder, utilizing the revised specifications.

guards and other prison personnel, as well as an expanded staff development program. The Department of Corrections, a much smaller system than Mental Health with its over 20,000 employees and relatively large complement of professional staff, was confronted with a different dimension and set of problems. One of these, for example, was the racial imbalance between staff and inmates. The problem of professional staff resistance to the use of generalists or lesser trained personnel loomed large in the mental health system. In Corrections, however, a key issue seemed to be how to infuse new rehabilitation-oriented professional personnel into the program while at the same time bringing existing staff closer to the new program goals.

In the Department of Children and Family Services, prior attempts to develop career opportunities for new manpower had taken the form of a proposed Social Service Aide series, similar to those developed in several states and now generally approved by social work professional groups. The proposed series was essentially an entry level series for persons who would function as assistants to social workers, persons who, if they exhibited the potential and were able to secure additional formal education, might eventually qualify as social workers.

This Department within the framework of its budgeted positions was experiencing no significant entry or middle level manpower shortages. The Director reported the availability of a large supply of four-year college graduates, many of whom were attracted to employment in this program because of the opportunities available for full-time educational leave to earn master's degrees in social work. Except for the projected expansion of the Department's activity in the area of day care, no immediate plans to employ large numbers of new workers or to effect significant changes in the existing service program were communicated to the team which undertook the study.

The differences between these three Departments notwithstanding, they have in common their primary commitment to provide human services to specific client groups. They must all rely upon the human resources available to provide these services through interactions between staff and client. Each is organized into a service delivery system through which program goals are expected to be transformed into tasks that are subsequently executed by people assigned to jobs. Finally, the purpose of all three efforts was essentially the same, to maximize the possibilities within a human service delivery system for all of its employees to advance themselves in terms of increased responsibility, earnings, personal growth and job satisfaction while at the same time fulfilling broad management goals and expectations.

In this monograph each of the three proposed career systems will be described separately, the problems they were intended to solve and the methods employed by the study team in approaching the task. Finally, some conclusions will be offered with respect to the features we would consider

to be essential in the design and implementation of human servies career opportunity systems within the frameworks of State and local governments.

II

MENTAL HEALTH

A. HOW THE SERIES WAS DEVELOPED*

Inquiries to the Center from State Mental Health Departments reflect an interest in the step-by-step procedures which were utilized to develop the Illinois Mental Health Career ladder. Such questions as the role of the Department's Director, the attitudes of professional staff and the participation of the State Personnel Department are therefore included in the following recapitulation of the events which produced the first comprehensive State Mental Health Career ladder in the country.

1. The Need for a Mental Health Generalist

Efforts to design a generalist mental health series began in 1965 following a State-wide Departmental training conference. At this meeting Harold M. Visotsky, M.D., then the Director, had described the manpower needs of the Department as urgent and called for the recruitment and utilization of a new type of mental health worker, trained on an inter-disciplinary basis to perform a wide variety of therapeutic functions in our hospital and community mental health programs.

The early work to develop such a generalist series was undertaken by the Personnel Relations Committee of the Department during 1965 and 1966. Early in 1966 the Director established a planning Group for the Utilization and Training of New Mental Health Manpower and appointed to serve as members of this group persons representing various zones, disciplines and administrative levels within the Department. In addressing itself to manpower needs and problems, this group established liaison with the Personnel Relations Committee and subsequently took on the responsibility for carrying forward the work on the new series.

At the outset the focus of concern was to provide a structure within which the fifteen existing sub-professional classes of workers could

---

* This section is based on two documents, the Mental Health Career Series edited by Myrna Bordelon Kassel, Ph.D., an unpublished paper prepared for the Illinois Department of Mental Health, May 1968 and State of Illinois, Department of Mental Health, The Mental Health Worker Career Series, April 1970.

be integrated. The principal gains sought from such a series were:

a. Elimination of the tendency to fragment client services along lines delineated by the existing position classifications;

b. More effective recruitment from the available sub-professional manpower pool in the community;

c. The implementation of a new core curriculum of training designed to reflect the program goals and priorities of the Department;

d. The elimination of inequities in salary and career opportunities among the various existing sub-professional classes and

e. The new flexibility such a series would provide for deploying manpower to meet changing program needs.

In all of the early work, however, there was a strong awareness of the need to go beyond a mere restructuring of the present Civil Service classification system. It was clearly understood that the functions of these workers had to be re-examined in the light of the Department's new commitments and new program directions. Task forces were therefore organized by the Planning Group to develop new approaches to the training and utilization of sub-professional staff.

Until June of 1967 communications from the Director to the facilities of the Department continued to describe the progress being made on a Mental Health Aide Series. Major issues which confronted the Planning Group at this stage of development of the series revolved around such questions as: Shall formal education requirements be specified for the entry level positions? How many aide levels need to be provided? Is it desirable to include clothing and dietary workers in the aide series? How can the series be written to express the new expanded functions of aide personnel in the programs emerging throughout the Department? How can we develop and sustain a consistently high quality of training throughout the Department that is at the same time appropriate to local program needs?

The Planning Group's recommendations to the Director included the following proposals, the substance of which were subsequently incorporated into the present career series:

a. Two entry level positions should be made available for use by the facilities of the Department; a Mental Health Aide Trainee A for whom no formal education requirements would be specified and a Mental Health Aide Trainee B for whom a high school education or a G.E.D. certificate would be required. It was proposed that no salary differential be made between the entry rates of these two trainee classes.

b. Three aide levels should be established in the new series to provide upward mobility for these workers as they acquire additional skills and take on broader and more complex program responsibilities.

c. The basic criterion for inclusion of workers in the new series was the relationship of his work to client services. Thus, a dietary or clothing worker whose functions brought him into direct service relationships to patients and who functioned as part of the therapeutic team in such a program was to be placed into the new series.

d. The description of this series as it was presented to the Director in the fall of 1967 not only described these workers in terms of their responsibilities as full participating members of the therapeutic team but was accompanied by a new core curriculum for basic aide training and a proposed new Civil Service examination for these workers.

A recurring concern still unresolved at this state of planning, was this: Regardless of how well sub-professionals are trained and prepared for new work roles, can we accomplish the gains we seek without comparable training and redefinition of roles at upper levels of supervision and professional leadership? This persistent question was a compelling factor in taking the planning beyond the boundaries of sub-professional staff to include concerns for other levels of personnel and for the program settings in which staff functions.

During the year of 1967 several parallel developments began to make an impact on the Department which resulted in broadening the scope and intent of the series beyond its original focus on sub-professional manpower.

In various State mental health agencies throughout the country, in NIMH itself, in education agencies specializing in mental health such as the Southern Regional Education Board and the Western Interstate Commission for Higher Education, in major manpower studies completed, increasing attention was being given to the need for developing middle level manpower to staff the retooling and expansion of services. The common theme being stated, restated and documented was that traditional recruitment techniques and staffing plans could not succeed in meeting the need in the coming years. In each case mental health planners were urged to examine the possibilities of recruiting, training and utilizing workers who were available or could be made available from junior colleges, vocational schools and under-graduate programs. Here again there was strong support for training and using this manpower in a broad and flexible range of functions.

The Illinois Department had already taken its first steps in this direction. Early in 1965 the Department had established a Mental

Health Program Worker Series containing four classes. The series opened new employment opportunities for persons with education ranging from two years of college through the master's degree. By 1968, four facilities had developed in-service training programs and were using these workers in a wide variety of client service functions. The Department had begun to collaborate with Junior Colleges throughout the State to develop curricula and work-study programs for the preparation of middle level manpower. While the Department was aware of the need for a wide variety of junior college training programs, the primary emphasis was to prepare generalists, rather than technicians or specialists, for a career in mental health.

Despite encouraging evidence that these Mental Health Program Workers constituted an excellent new source of manpower, several major limitations became apparent in the Department's existing structure of classifications for this group. The series as originally designed first of all provided no clear path from lower level positions into the middle strata, nor did it offer upward mobility to persons whose potential and actual job responsibilities merited promotion into a higher salary range. Secondly, the series did not clearly state its applicability to the mental retardation facilities and was not being used widely in these programs. Finally, the official job descriptions for these workers were focused primarily on in-hospital programs for residential patients and did not fully articulate the use of this series in out-patient and community services programs.

It was evident that, after two years of experience with the Mental Health Program Worker Series, a re-examination was needed to confront and deal with these problems.

2. Professional Staff Performing Generalist Roles

During this period, as a result both of the decentralization of the hospitals into smaller units and the penetration of zone programs into the community, considerable pressures developed in the Department to design a Civil Service series which could more accurately reflect the actual functions being performed by an increasing number of professional staff recruited from the various disciplines. Reports from both administrative heads and professional staff continued to describe the existing structure as inappropriate, cumbersome and restrictive for recruitment, job assignment and promotional purposes.

In most cases, specific problems were being resolved unsatisfactorily; that is,

a. The titles used for a growing number of employees were inaccurate or incomplete descriptions of their actual work;

b. Inequities in salary were being created or perpetuated among persons performing similar work;

c. Job satisfaction and morale were diminished because the system provided no clear legitimization for staff who were frequently taking large risks in pioneering new programs and exploring creative ways for using professional resources more effectively.

The major issues in dealing with this problem centered around two questions:

What criteria shall be used to differentiate between those professionals who are needed to function primarily as specialists in programs utilizing their unique professional skills and those who are primarily engaged in a broader spectrum of activities which cut across the work of several disciplines and/or require new roles not staked out as the job territory of any of the established disciplines?

How can we best reconcile the Department's need for using professional staff in broad new leadership roles with the staff development and professional status needs of the individual professional worker?

The new series directed itself to these issues by offering certain criteria for differentiating between specialist and generalist functions, by providing choices for the professional worker to make concerning his own career development and by making possible opportunities for continuing professional development of all staff within their respective disciplines.

The series was predicated on the basic conviction that professional staff were urgently needed to perform in both kinds of relationships to program. It was evident that the professional disciplinary classifications needed to be maintained and strengthened and that the Department should continue to work toward these objectives. The unique job functions performed by members of professional disciplines, however, were felt to require further clarification in order to achieve maximum utilization of scarce professional skills.

Thus, it was not merely a matter of the peaceful co-existence of specialist and generalist classes but the most productive interaction and mutual support which we sought to achieve.

The training of this new cadre of generalists was seen as essentially a task to be undertaken by professionals able to abstract and communicate the essences of knowledge, skill and experience needed by lower and middle level workers to perform their functions. The development of effective inter-disciplinary teams and the upgrading of the services provided by such teams would also depend heavily on the close collaboration and continuing contribution of professional support staff.

3. Move to a More Comprehensive Ladder

By the close of 1967, the various groups and task forces which had been engaged in working on various parts of these problems found themselves agreed on the necessity for developing a Mental Health Worker Career Series for the Department. The Director had given impetus to this approach by requesting that the work which had been completed on the aide series now be integrated into the larger framework of a career ladder. He asked that such a career ladder span the broad range of employment opportunities available for staff performing generalist functions in hospital and community-based patient care programs. In his view the Department had a responsibility to assume leadership in creating a system with maximum opportunity for people to move upward and thus to fulfill their full human potential. He saw the Mental Health Career Ladder as one way in which the Department as a major agency of the State could make its contribution to human needs and aspirations and to the broad problems of our social system.

In summary then, while the rationale for such a series had developed over time to reflect an increasingly broad range of concerns, the problems involved were seen to be intimately connected. Introduction of the career series was now focused on providing the Department with ways to cope more effectively with these diverse problems.

a. The limited opportunities for upward mobility for employees of the Department, particularly those who function at level of aides.

b. The tendency to fragment client services along lines delineated by present position classifications.

c. The rigidities inhibiting flexible utilization of manpower, i.e., limitations on moving staff horizontally into new or modified programs as needs emerge.

d. The widening gap between the demand and the supply of professional mental health manpower and the limited number of opportunities presently available for recruiting and utilizing new middle-level manpower resources.

e. Proliferation of new and overlapping classifications and the salary inequities which have resulted therefrom.

f. The increasing number of professional staff who are performing out of their traditional disciplinary roles.

g. The increasingly poor fit between actual program operations and the staffing plans which are developed within the limitations of the present classification system to implement these programs.

4. The Role of the Department of Personnel

In the spring of 1968 the Department of Mental Health invited the Department of Personnel to assist in finalizing the series. A special Implementation Council, consisting of representatives of each mental health zone and the general office of the Department of Mental Health, was appointed. It proceeded to undertake several field studies in collaboration with staff of the Personnel Department. The purpose of these studies was to pre-test the relevance and fit of the proposed series to selected facilities and mental health programs throughout the State.

During the remainder of the year, personnel technicians made site visits to several zone centers and State hospitals. The most intensive field study was conducted at Jacksonville State Hospital, a facility which mirrored in microcosm most of the major program changes going on in the State hospitals at that time.

The Department of Personnel concluded that the new Career Ladder was in fact highly appropriate to the needs of both management and employees in the changing mental health system. Their technicians, together with the Mental Health Implementation Council, prepared a nine-step Mental Health Worker generalist series and re-submitted it to the Director of Mental Health.

Because of the critical importance of training to the success of the proposed series, the following months were devoted to a thorough re-examination of the Department's existing training programs. The implementation Council called upon all facilities to prepare a core curriculum for the training of Mental Health generalists and conducted a zone by zone review of the programs which were submitted. By the spring of 1969 all of the facilities of the Department had responded and were awaiting the signal to proceed with the new training programs which were now to become a prerequisite for a facility's ability to implement the career series.

In April of 1969 Dr. Visotsky resigned and was succeeded by John Briggs as Acting Director of the Department of Mental Health. It was the new Director who received the Department of Personnel's proposal and approved its submission to the Civil Service Commission.

In a publication distributed in the spring of 1970 following the earlier approval of the series by the Civil Service Commission, Mr. Briggs stated:

> "This Mental Health Worker Career Series is a pioneering and unprecedented effort to solve an array of problems related to the provision and organization of manpower for meeting the mental health needs of the citizenry in Illinois.

One of the primary objectives of this new Series is to provide a more flexible and manageable system for keeping pace with the rapid infusion of new knowledge, fast-changing practices in delivery of services and the growing complexity of relationships in the utilization of other helping resources outside of the state mental health agency.

The Department of Mental Health fully intends to plan immediately for use of this series in accordance with the requirements set forth in this document. The lead time for planning will permit approved programs or units to incorporate the new position classification titles of this series in budgets for Fiscal Year 1972. Budget reviews, however, will begin in the fall of 1970. Facilities with programs or units approved for use of the new series will be authorized to make the new position classification titles effective beginning July 1, 1971.

Wherever possible, the Department will give first priority to existing personnel who possess the qualifications and training appropriate to the position classifications of the new series as authorized for the respective approved program or unit.

We believe that the foregoing policy will allow for an orderly transition to the Mental Health Worker Career Series and result in effective management. Furthermore, we believe that strict adherence to the foregoing policy and procedure, as well as those stipulated throughout this document, are essential to maintaining the integrity of this series."*

B. GENERAL DESCRIPTION OF THE CAREER LADDER

1. The Scope of the Series

The purpose of this series was to provide a classification system for workers engaged in a wide variety of therapeutic functions involving the care, treatment and rehabilitation of mentally ill and mentally retarded persons as well as the prevention or control of mental illness or mental retardation.

Mental Health Workers to be classified in this series were those engaged in programs involving residents and out-patients of Departmental facilities, residents and out-patients of other agencies, and/or clients and staff of other public and private community agencies and organizations. These employees could be working primarily inside a

---

*State of Illinois, Department of Mental Health, The Mental Health Worker Career Series, April 1970.

Departmental facility or as liaison staff with outside agencies and facilities. They might also be engaged in activities which require the integration of both hospital and community assignments.

2. Distinguishing Features of the Work

Workers in this series were distinguished from other staff in the Department, i.e., other administrative, technical and professional staff in the following ways:

a. The programs within which Mental Health Workers regularly carry on their duties are those which provide a broad range of direct and continuing services of a therapeutic nature to clients. At the lower levels of the series, these workers are in close daily interaction with clients. At the middle levels of the series workers are engaged in program planning and implementation activities for and with clients. At the upper levels, where administrative and leadership functions are required, the primary focus remains on client service programs.

b. The functions performed by these workers are general in nature in the sense that they may include dealing with a wide spectrum of client needs; may call for the use of multiple skills; involve activities with various client populations, families and agencies; necessitate performing a combination of roles in relation to one or more specific programs and/or require the application of various knowledge and technologies to the design and implementation of service programs.

This series was not intended to include workers who are primarily required to perform specialized professional support functions; that is, staff whose major assignments may include providing special consultation services to staff and/or special therapeutic services to patients, who are required to engage in research, planning, training and/or the administration of programs requiring specific knowledge, experience and skills, which they are uniquely prepared to provide as professionally trained clinicians and/or program specialists. Such workers are more appropriately classified in titles established for their respective professional disciplines.

3. Levels of Work

a. The Basic Work Model

The series was designed to encourage each employee to use his full therapeutic potential in working with clients. While the series defined different levels of staff function and program responsibility, it was based on the concept that each employee is expected to function at his maximum level of skill and that he participate, as fully as his resources and training make possible, as a member of the therapeutic team.

The series, therefore, was not organized around the industrial work model; that is, a model which breaks down a production process into minute discrete parts and applies the division of labor principle to make fixed assignments of pieces and particles of the total job to be done. Rather, the series was consciously intended to take advantage of the whole range of human resources which an individual employee can bring to bear in a therapeutic relationship. This is an approach consistent with our current state of knowledge as to how the therapeutic process can work most effectively.

In order to achieve this result, to encourage maximum flexibility, innovation and adaptiveness both to client needs and employee potential at the local program level, the series avoided overly-rigid and overly-specific statements about boundaries within and between work levels.

An industrial model which does appear to be more appropriate to this Mental Health Worker Career Series is the developmental one which has been used traditionally to describe the progress a worker makes in moving from apprentice to journeyman to master status in his trade.

b. Criteria for Classification into the Series

The basic criteria for differentiating among the various levels of work in the series can be pictured in terms of the matrix set forth on a further page in this section.

This matrix describes a wide variety of programs currently in operation or being developed in a growing number of facilities throughout the Department. These programs are organized to provide a comprehensive range of services, including several or all of the following major kinds of activities:

(1) The handling of pre-admission referrals;

(2) Pre-admission screening;

(3) Admission screening;

(4) Treatment and rehabilitation planning;

(5) Pre-discharge planning;

(6) Transitional living services;

(7) Pre-discharge evaluation;

(8) Final discharge planning;

(9) Community re-entry and after-care service and

(10) Community prevention and control services.

In addition to these client-oriented activities, programs may also include:

(1) Training and staff development activities and or

(2) Research focused on evaluating the effectiveness of the program in achieving its stated objectives.

The majority of these programs are operated by administrative sub-units of a facility. They are generally staffed by teams of individuals who approach the program tasks in a collaborative manner. While certain broad divisions of labor may be made on the basis of the needs of the program and the particular skills and competencies which individual members of the staff may offer, these programs characteristically operate on the basis of a considerable amount of task-sharing, overlapping of functions, rotation of responsibilities and joint planning of major policy or program changes.

The Mental Health Worker Career series provided a personnel classification system of a more appropriate fit to describe the flow of work in an increasing number of Departmental service programs.

In the horizontal rows of the matrix we placed the five major functional categories of service within which the work activities of a program may be classified. These are:

(1) Treatment and rehabilitation

(2) Administration

(3) Community services

(4) Training and

(5) Research and program evaluation.

In the vertical columns of the matrix are the three major levels of work which describe the dimensions of an employee's functional relationship to a program.

The entry level positions (I through III) were to be used for staff whom training prepares for performing one or more of the basic on-going functions of a service program. The middle level

positions (IV through VI) described workers who are functioning in planning and implementing treatment programs with and for clients and/or may assume one or more other program responsibilities for sectors or components of a service program. The upper levels of the series (VII through IX) included workers assigned to one or more leadership and management functions in unit, hospital-wide, zone, division and/or community services programs.

Within each of these three major levels of work, staff could progress from apprentice to journeyman to master of one or more functions at that work level. This means that, as an employee proceeded to acquire additional training, work experience and proficiency, he would have the opportunity to carry out his assignments with increasing autonomy. Having mastered the skills required at a particular work level, he would participate in training others who would also have the opportunity to move through a similar developmental sequence.

(See chart on following page)

An examination of the actual functions performed by staff in many programs disclosed that workers frequently carry out tasks in more than one category of work. It was also evident that, depending upon the needs of a particular group of clients and the nature of an individual worker's training and skill, he might function at differing levels of work in relation to the categories of program operation in which he is involved. By using both horizontal and vertical scales of the matrix; that is, category or categories of function, as well as level or levels of function, it was possible to describe not only an employee's level of work or category of work in a single area, but, if he was functioning in multiple categories and on multiple levels, to measure the breadth and depth of his responsibility, skill, autonomy and versatility along all of the relevant dimensions. -

4. Vertical and Horizontal Career Paths

The series was intended to provide opportunities for upward mobility for employees without making such advancement necessarily contingent on the number of staff an employee supervises or the size of the program in which he functions. Thus, staff who function as clinicians, consultants, trainers, program evaluation analysts, program designers or coordinators may in fact supervise no other, or few other, employees. They would be accorded the same opportunities for moving upward in the series by virtue of the increasing complexities and scope of their work and the skills they contribute as staff who advance by virtue of their increasing supervisory and managerial responsibilities.

CRITERIA FOR CLASSIFICATION OF POSITIONS IN MENTAL HEALTH WORKER CAREER SERIES

Categories of Function

LEVELS OF WORK	TREATMENT AND REHABILITATION	ADMINISTRATION	COMMUNITY	TRAINING	RESEARCH & PROGRAM EVALUATION
BASIC SERVICES	Participates in providing direct therapeutic service to clients and/or assists other staff in providing such services.	Participates in ward maintenance activities.	Assists in intake screening, treatment and aftercare services to clients, assists in programs of control and prevention.	Assists in providing basic orientation activities for new employees.	Participates in record keeping and collation of data.
PROGRAM PLANNING AND IMPLEMENTATION	Plans and develops client service programs; organizes activities to implement programs in sector of total program unit.	Provides supervision for basic level personnel; administers ward maintenance activities.	Plans and develops activities involving intake screening, treatment, aftercare services to clients and/or programs of control and prevention.	Participates in training of new employees and in continuing education of program staff.	Plans, develops and conducts evaluation activities; coordinates record keeping and collation of data in sector of program unit.
LEADERSHIP AND DIRECTION	Designs, coordinates, directs and/or provides consultation for programs involving therapeutic services to clients.	Designs, coordinates, directs and/or provides consultation for the administration of a comprehensive program unit or operation of a facility, zone or Division of the Department.	Designs, coordinates, directs and/or provides consultation for integrated community services and community development programs of a facility, zone or Division of the Department.	Designs, coordinates, directs and/or provides consultation for comprehensive programs of training and continuing education of staff and/or community professional and/or lay groups.	Designs, coordinates, directs and/or provides consultation for research and program evaluation activities.

A second major objective of this Series was to develop through training and exposure to varied experiences, a cadre of workers who function as true generalists; that is, persons capable of functioning at increasing levels of competence in diverse program operations. Job specifications were therefore written to provide for maximum flexibility in the horizontal mobility of staff. As programs and staffing needs change, shifts in the assignment of staff from one program or task to another might be required. Staff trained to function as generalists would be capable of greater versatility and adaptiveness in dealing with such changes. It was possible in this Series to make such re-assignment of task or function without necessarily reclassifying that employee into a new Civil Service class or title series.

5. The Nine Position Classifications

a. On the following page the nine classes and four traineeships contained in the ladder are listed along with the pay rates proposed for each position.* The particularly important feature of the ladder is that, while completion of four training sets is a prerequisite for moving from entry level to the top of the ladder, formal educational requirements are no longer mandatory. The training provided by the Department, combined with the knowledge, skill and mental development of the employee, become the basis for upward mobility rather than academic degrees. For example, mental health workers I through III require knowledge, skill and mental development equivalent to that gained through completion of high school; IV requires the equivalent to four years of college; and V through IX require the equivalent to completion of a master's degree in one of the behavioral sciences. Equivalency can be achieved through work experience combined with successful completion of training provided either on an in-service basis or through the use of community education resources, or both. The ladder also provides entry level positions for new manpower entering the system from the outside; that is, persons coming from various levels of academic training.

Mental Health Worker I - Performs basic therapeutic and related service tasks as a member of a treatment team; becomes acquainted with rehabilitative techniques by assisting experienced personnel and interacts with clients in everyday living activities; must show sympathy toward clients and aptitude for training.

---

*For complete position descriptions of the ladder approved in December 1969 by the Civil Service Commission, see Appendix I.

MENTAL HEALTH WORKER QUALIFICATIONS AND RATES

IN ORIGINAL 1969 CAREER SERIES*

Mental Health Worker I
1. H.S. or equivalent
2. Completion of MHW Trainee I

Pay Grade 3: $391 - 530

← **Mental Health Worker Trainee I (6 mos.)**
1. Completion of eight years of elementary education
2. No experience

Pay Rate: $391

Mental Health Worker II
1. H.S. or equivalent
2. 1 yr. exp. in mental health

Pay Grade 4: $412 - 559

Mental Health Worker III
1. H.S. or equivalent
2. 2 yrs. exp. or completion of MHW Trainee II

Pay Grade 7: $489 - 665

← **Mental Health Worker Trainee II (6 mos.)**
1. Completion of two years college
2. No experience

Pay Rate: $489

Mental Health Worker IV
1. Bachelor's
2. Completion of MHW Trainee III or equivalent education or exp.

Pay Grade 12: $663 - 906

← **Mental Health Worker Trainee III (6 mos.)**
1. Completion of four years of college with a Baccalaureate degree
2. No experience

Pay Rate: $663

Mental Health Worker V
1. Bachelor's
2. 1 yr. exp. as MHW IV or equivalent education or experience

Pay Grade 14: $753 - 1,034

Mental Health Worker VI
1. Master's or equivalent
2. Completion of MHW Trainee IV or equivalent education or experience (2 years)

Pay Grade 16: $853 - 1,177

← **Mental Health Worker Trainee IV (6 mos.)**
1. Requires completion of four years of college supplemented by a Master's degree
2. No experience

Pay Rate: $853

Mental Health Worker VII
1. Master's or equivalent
2. 2 years at MHW VI level

Pay Grade 17: $912 - 1,251

Mental Health Worker VIII
1. Master' or equivalent
2. 4 years at MHW VI

Pay Grade 19: $1,044 - 1,442

Mental Health Worker IX
1. Master's or equivalent
2. 6 years at MHW VI or above

Pay Grade 21: $1,198 - 1,654

* See Appendix for current wage rates in Career Series, August 1971.

Mental Health Worker II - Deals with clients in prevention, control, intake, treatment, rehabilitation and after-care programs and participates in team conferences regarding client evaluations and programs; must be able to relate therapeutically and recognize potential problems in mental health clients and prepare reports on client behavior and progress.

Mental Health Worker III - Is responsible for delivering specific services and organizing activities, works with clients on an experienced level, helps develop programs, and trains and supervises less experienced workers; must be able to lead, deal with problems of client rehabilitation and interpret programs to community groups.

Mental Health Worker IV - Analyzes client problems and implements an appropriate treatment approach; evaluates client responses and behavioral patterns, making adjustments where necessary and administers therapeutic services in such areas as psychology, social service and rehabilitation counseling. Must be able to comprehend and evaluate complex factors relating to the cause and treatment of mental problems and work cooperatively with team members.

The responsibilities of Mental Health Workers V through IX increase in skill and aptitude requirements and complexity. The Mental Health Worker IX functions as the director of a mental health unit, and as such assumes full responsibility for the design, direction and administration of therapeutic programs for mental clients in that unit.

C. THE TRAINING CONTINUUM

1. Purpose and Objectives

The training program was designed to prepare persons for employment in the following classes of the Mental Health Worker Career Series: Mental Health Worker I, III, IV and VI. Each of the four trainee programs was expected to provide the knowledge and skills needed for effective performance in the classes for which the training was established.

2. Duration and Schedule

Each of the four trainee programs established by a facility was to be six months long including both clinical and didactic experiences. Individual trainees, however, depending upon their prior academic education, inservice training, work experience, special skills or demonstrated learning capacity might be permitted to complete the training program in less than six months. In all cases in which the training period was less than the full six months, a supporting statement was required to indicate that the trainee had successfully

fulfilled the equivalent of all of the training requirements of the complete six-month training program. In no case, however, was the individual's training program to be less than two or more than seven months.

3. Eligibility and Selection

Mental Health Worker Trainees at all four levels of training were to be selected from eligible registers or lists of applicants who have qualified in the Department of Personnel open competitive examination.

Trainees were to enter the level of training appropriate to their (a) academic and inservice training background and (b) relevant mental health work experience.

4. Training Duties

a. Program-Integrated Training

Training experience was to be planned in close collaboration with the staff directly engaged in the clinical programs to which the graduates of the training program might be permanently assigned. The content of training and the training techniques were to be integrated with the clinical program and involve direct planned experiences with clinical operations.

b. Basic Core Components of Training

All trainee programs irrespective of level were to include the following core components:

(1) Orientation to the goals and programs of the Illinois Department of Mental Health and the local facility as well as an introduction to State employment;

(2) Introduction to types of community mental health and mental retardation services, client populations and needs, treatment modalities and available supportive services;

(3) Training to enable employee to make maximum use of his full personal potential as a therapeutic agent and as a trainer of others and to enlarge his capacity to take on necessary program responsibilities;

(4) Training to assist employee to improve his interpersonal skills, to become an effective team member and to perform his duties as they relate to families of clients and members of the community.

c. Generalist Training

It was the intent of this Series to develop employees as generalists capable of performing a combination of the following roles in various program settings: treatment and rehabilitation, program administration, community organization and intervention, research, program evaluation and training. The training program at all levels, therefore, included opportunities for trainees to acquire the necessary knowledge and skill to function at appropriate levels in these roles.

Facilities working with specialized client populations or limited treatment modalities, or facilities who are either not equipped, or choose not to provide the full range of training implicit in this generalist concept could submit a training plan utilizing academic or other community training resources to supplement their inservice trainee program.

d. Sequence of Training Experiences

While certain common elements were required in all training sets irrespective of level, each level of training was to be designed to reflect the level of skill, academic preparation and experience background of the trainee population. Thus, while certain subject matters and clinical experiences might be similar for the different levels of training, it was expected that each higher level of training would provide an increasing level of proficiency, depth of technical knowledge, breadth and complexity of clinical experience.

e. Training Duties at Each Level

Guidelines for specific training at each level included the following:

Mental Health Worker Trainee I

Training shall prepare employee to perform all basic daily functions involved in direct client care in the clinical program to which he is assigned, including interaction with clients and families, physical care , observation and record-keeping, unit maintenance and team participation.

Mental Health Worker Trainee II

Training shall prepare employee to perform all functions related to planning and implementing direct client care programs in the clinical setting to which he is assigned. Duties shall be designed to develop skills needed to supervise and train others, to carry out administrative duties, to relate to families and community groups and to utilize techniques of program research and evaluation.

Mental Health Worker Trainee III

Training shall prepare employee to perform all functions related to planning, coordinating and administering a variety of direct client-care programs. He shall be expected to become knowledgeable about the needs of various client populations and to acquire proficiency in the theory and utilization of various treatment modalities and supportive services. He shall be given the opportunity to acquire knowledge and skill in planning programs with community groups and in taking a leadership role in training and supervising others.

Mental Health Worker Trainee IV

Training shall prepare employee to perform all functions related to designing, planning, coordinating and evaluating the operations of a total client care unit. Clinical and didactic training shall be provided to familiarize the employee with the theory and application of new advances in technical and scientific information about mental health and mental retardation, new treatment modalities, innovative approaches to program planning and the delivery of services to clients. He shall be instructed in managerial duties related to the use of fiscal, physical and personnel resources. Experiences shall include training in team development and supervision, community consultation and community development.

5. Standards of Performance

Mental Health Worker Trainees at all four levels would be expected to demonstrate evidence of acceptable performance appropriate to their training level such as:

a. Proficiency in mental health worker skills listed in Section 4 of this document.

b. Increased responsibility for the employee's own performance as indicated by a diminishing need for close supervision.

c. The ability to establish harmonious and productive interpersonal relationships with clients and other staff members.

d. The ability to communicate with individuals of varying socio-economic backgrounds both verbally and in writing.

e. The ability to meet satisfactorily the requirements of the training program in which they are participating.

f. The ability to profit from and apply the inservice training and to learn from the consequences of his work and training experience.

Upon successful completion of training program, the trainee was to be promoted to the level position for which he received training, as follows:

Mental Health Worker Trainee I	to	Mental Health Worker I
Mental Health Worker Trainee II	to	Mental Health Worker III
Mental Health Worker Trainee III	to	Mental Health Worker IV
Mental Health Worker Trainee IV	to	Mental Health Worker VI

Failure to satisfactorily complete the approved training program would be cause for termination or reassignment.

D. THE IMPLEMENTATION PLAN

The Series could be approved for use at a facility only after a thorough analysis had been made in each case of the program or unit in which it was to be introduced and the training to be provided for the respective staff. Thus, the Series was to be implemented on a select program basis, rather than by the customary method of random position classification request.

For the purpose of this Series, a program meant an integrated unit of staff and resources organized for provision of direct services to a specific group of clients. To be acceptable a program had to be directed to clearly specified clinical objectives. The Department further required an operational plan, a description of methodology and a budget. In a few instances, a program might encompass an entire facility.

Before planning for use of any position classification in the Series or its companion Trainee Program, each facility was required to submit a Letter of Application to the Director of the Department of Mental Health. The purpose of the Letter of Application was to secure approval to proceed with planning for use of the Series and to initiate a team visit by staff of the General Office and the Department of Personnel.

Following this, a team visit would be scheduled by mutual arrangement of the Directors of the Department of Mental Health and the Department of Personnel. The team would consist of persons from both State agencies who were knowledgeable with respect to the Series, Department of Mental Health policy on program and staffing standards, training standards and fiscal operation. The purpose of the visit was to provide an explanation and give direct assistance in planning for use of the Series.

In order to qualify for use of the Series a program or unit within a facility was required to possess the capability of meeting the budgetary, programming, staffing and training program requirements as set forth by written policy of the Department of Mental Health for this Series. The following criteria were developed as guidelines for determining qualifications for approval to proceed with planning for use of the Series:

1. Program Objectives and Functions

a. Are congruous with the policies and goals of the Department of Mental Health in respect to care, treatment and community relationships.

b. Are consistent with Zone administrative requirements.

c. Are organized to make the most effective and efficient use of personnel, budget and other resources available to the program in and outside the facility.

d. Reflect the priority needs of clients served.

2. Manpower

a. Staff organization is structured in such a way as to develop each employee to his highest capabilities and initiative.

b. Staff functions in basic generalist roles with a high degree of versatility and flexibility in work assignment.

c. Organizational plan provides for clear delineation in the use of position classification titles where discipline identification or licensure is required in relation to specialists that are needed for support to the generalist program.

3. Management

Program description clearly stipulates the procedures and methods followed in the administration of the care and treatment program and reflects team management concepts as well as interdisciplinary collaboration.

4. Staff Training and Development

Adequate provision and opportunity is assured for appropriate training upon entry into the program and continued training during employment in the program.

If a program or unit within a facility met these programming and training standards, the implementation procedure for use of the Series was as follows:

1. The transactions required for obtaining approval to use the Series and authorization of specific position classifications of the Series should be prepared and processed as a package through the Department of Mental Health and the Department of Personnel.

2. The documents required for obtaining approval of the Director of the Department of Mental Health and authorization of position classification by the Department of Personnel were the following:

a. Narrative document which clearly presents the essential characteristics of the program, including the objectives, administrative and clinical procedures, budgetary provisions, and training provisions.

b. Staff organization chart of the proposed organization which incorporates both any existing classifications and new classifications of the Series and indicating incumbents and vacancies.

c. Standard classification request forms as required for implementation of position classifications and personnel assignment or appointment.

E. RECENT DEVELOPMENTS

During 1970 the Department of Mental Health engaged the services of a consultant firm, Ernst and Ernst, Inc., in order to conduct a comprehensive study of the personnel structure of the Department. A product of this study was a revised career ladder embodying the basic features of the original Series but differing in the following major respects:*

1. It is a longer ladder, with nineteen instead of nine classes, thus requiring program administrators to differentiate among additional levels of skill and responsibility.

2. The generic term Mental Health Worker, which formerly applied to all levels of the Series, has been replaced by six classes of workers described as Technicians, three as Supervisors, four as Specialists and six as Administrators. Thus, some of the more egalitarian quality of the earlier language describing these classes is replaced by terms in current usage among personnel specialists.**

---

* The following description of the revised ladder is based on the Ernst and Ernst report to the Illinois Department of Mental Health in 1971. See Appendix II for revised specifications.

** The proposed Mental Health Career Series in the State of Pennsylvania contains seven classes and utilizes the original terminology, Mental Health Worker, throughout.

3. Similarly, the position descriptions do not appear to express the broad and flexible spirit of the generalist concept as it was stated in the original version, but, rather attempt to define and list job duties in more technically precise detail.

In the Spring of 1971, when this report was being written, the Department was studying these revised specifications. On August 1, as we were going to press, Dr. Albert Glass, Director of the Department, ordered the new career ladder to be implemented. Thus, we do finally have in Illinois the operational basis for testing the viability of all of the concepts and values which have been imbedded in the Illinois Mental Health Career System.

III

ADULT CORRECTIONS

A. BACKGROUND OF THE STUDY

In the Spring of 1970 the Director of the Illinois Department of Corrections, Mr. Peter Bensinger, met with the Center to inauguarate a comprehensive career system study in the Adult Division. The study had been originally requested by the Illinois Department of Personnel which, together with the Center, had agreed to share the cost of the work. This decision and these arrangements had been warmly received by the Director of the Department of Corrections. During the subsequent five months a study team of the Public Service Institute was assigned by the Center to work with a Task Force of the Department of Corrections appointed by Mr. Bensinger. The Task Force was comprised of four persons representing various sectors and levels of the State correctional system, including personnel, program administration and staff development. Close communication between the study team and these key department staff was indispensible to the operations of the team. Choices made with respect to the selection of field study sites and methods of work, for example, were all arrived at jointly.

At the time this study was undertaken, the Department of Corrections was four months old. It had officially begun its operations on January 1, 1970. Formed from the adult correctional programs of the former Department of Public Safety and the former Illinois Youth Commission, this new Department included an Adult Division, a Juvenile Division and a full-time, seven-member parole board. On the same day, a reconstituted Department of Public Safety, containing the law and safety enforcement elements from the former Department of the same name, also began operation.

The law, under which the new Department had been established, provided that the Department of Corrections "shall administer all State institutions for the care, custody and correction of persons committed for

felonies or misdemeanors and minors adjudicated as delinquents by the Courts under the Juvenile Court Act..."* It also explicitly empowered the Department to "institute a program for the training and development of all personnel within the Department."**

The law does not prescribe a philosophy of corrections, nor does it provide guides, concepts or methods for custody or treatment of offenders committed to its care.

Early in 1970, the Director of the Department of Corrections issued a statement outlining the purposes of the Department:

> "The Department of Corrections has as its primary purpose the rehabilitation of offenders committed to it by the juvenile and criminal courts of Illinois. Our responsibility includes the protection of society and individual inmates, as well as a charge to provide each and every offender a program directed toward adjusting him or her toward a successful re-entry into the free community"***

During the early months of his administration the Director had begun a vigorous effort to move his organization toward these program goals. A planned sequence of work conferences with key administrative staff was in process to re-examine Departmental objectives and operations. The staff development officer was engaged in developing techniques for encouraging broad participation among staff in program planning. It was evident to Department leadership that any movement from a custodially-oriented system to a social rehabilitation system had to involve changes in the traditional administrative style of the Department and its patterns of manpower utilization.

B. METHODS OF THE STUDY

The approach of the study team had two basic dimensions. The first was to obtain the fullest possible understanding of the changing objectives of the corrections system and to explore the key issues these changes might imply for manpower and personnel policies. The second dimension was to move directly into field studies in a selected group of Departmental facilities.

The team first examined Department materials, including documents describing staffing patterns, class specifications and other related personnel material. Suitable locations for on-site interviews were selected with the assistance of Division staff. Meetings were held with task force members and with the Director of the Department in order to firm plans for the field work.

---

* The Civil Administrative Code of Illinois, Sec. 55a.1.(1)

** Ibid., Sec. 55a.1.(7)

*** Illinois Department of Corrections, Dimensions in Corrections, vol. 1., no. 1, March 1970, p. 1.

Site selections originally planned were the following:

The Stateville-Joliet Institution Complex
The State Penitentiary at Pontiac
The Women's Reformatory at Dwight
The Chicago Office of the Office of Field Services, and its sub-units

Extensive interviews were conducted with staff at all levels in the Stateville-Joliet complex. Additional interviews were completed at Pontiac, Dwight, and in the Chicago office of the Office of Field Services. In the interviews, attempts were made to isolate tasks from the interviewee's job and to assign to the various component tasks percentages of total on-the-job time.

In the process of structuring all interviews, a form was used in each case by the interviewers.* Although this form was originally designed as a questionnaire that might be distributed to staff in studies of this kind, it was used in this case solely as an instrument of the interviewer. It was not seen by the employees interviewed.

The first several items in the form identify the employee respondent and his place in the organizational structure. The center section calls for a listing of tasks, each of which is to be assigned percentage values of total work time. Efforts were made by the interviewers to reduce task statements to their simplest dimensions for purposes of differentiating among major task categories.

The other sections of the form contain items that further describe the position in terms of supervision given and received, equipment operated and skills practiced. Still other items attempt to discover qualifications of the employee, years with the agency, training received and educational background. Space at the bottom of the reverse side of the sheet was used for the interviewers' comment.

The study team was aware from the time the study began that this Department was in a state of transition, and that many of the conditions witnessed should be held as tentative or fluid situations. In the midst of the field work, time had to be taken to get clarification from Department officials regarding certain aspects of the program so that the study team could be clear about the direction the Department leadership wished the program to face. It was especially important to clarify the intended role of the custody staff as viewed by Department management. The role the leadership envisioned for the counseling staff was also crucial and needed to be clearly understood by the team.

---

* See Study Form in Appendix III-A

The result of this process of clarification was that the team had to look upon the Department's present functions with a double vision. It had first to observe and understand the functioning of personnel in the various classifications under study at the time of the field visits. It had then to seek, with the help of Division officials, an understanding of the functions intended for the same personnel, if new Department goals were to be realized. This was a difficult task, since these goals are constantly subjected to revision and re-evaluation in some of their narrower aspects, and as conditions of recruitment, salary, training and other influences change or are modified.

C. CUSTODY AND TREATMENT: THE KEY PROGRAM ISSUES AFFECTING MANPOWER

In the course of the study it was extremely useful to view the developments in Illinois against the background of national long-range trends and issues in the field of corrections and to search out the implications of these for manpower. What follows is a summary of the perspective which emerged.

The rehabilitation of offenders and the protection of society have traditionally been regarded as the two major purposes of correctional programs, though the former has not at all times been ranked as primary and the latter secondary. This duality suggests the traditional twofold purpose of correctional confinement: custody and treatment; or that of parole services: supervision and casework.

A recently published report of the joint Commission on Correctional Manpower and Training states: "In the confinement area we have identified the overall correctional task as twofold: effective group care and management; and the eventual social restoration of offenders."* Another joint Commission publication passes on this view of two components of a parole agent's role: "1. Control, including case observation, surveillance, and arrest when necessary. 2. Case assistance and the development and use of community resources, including counseling, group work, job finding, and special placement efforts."**

The role conflict engendered in correctional program personnel by the apparent ambivalence of purpose arising from this duality has inspired many essays in the literature of the field. It remains a highly charged issue in organization, staffing and program planning for correctional agencies.

---

* Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Washington: Joint Commission, December, 1969, p. 59.

** Joint Commission on Correctional Manpower and Training, Perspectives on Correctional Manpower and Training, Washington: Joint Commission, January, 1970, p. 66.

Public protection and social restoration of offenders need not, however, be viewed as antithetical purposes. If the former means effective management and control of offenders, it does not essentially contradict their rehabilitation. Nor do statements which give primacy to rehabilitation deny the strict necessity of protecting society. As correctional administrators and legislators have sought and found improved methods of achieving both purposes by continually reexaming both the offenders and the effects of correctional programs of all kinds, they have tended to blend the two purposes in their definitions. A recent example appears in a publication of the Joint Commission:

> These are what we see as the basic purposes of correctional institution management:
>
> (1) To seek to limit confinement to persons actually requiring it, for only as long as they require it, and under conditions that are lawful and humane.
>
> (2) To afford both the community and the offender temporary and partial respite from each other in order to facilitate resolution of the crisis which led to commitment.
>
> (3) To make the confinement experience constructive and relevant to the ultimate goal of reintegrating the offender into the community and of preventing recidivism.
>
> (4) To educate the community and its agencies about the problems of reintegrating offenders in order to elicit their collaboration in carrying out specific rehabilitative efforts and in improving conditions which militate against such efforts.
>
> (5) To seek continual improvement in the system's capacity to achieve these ends.*

Though correctional purposes may be stated in such a way that institutional group management and parole supervision, the control elements, become blended with the goal of resocialization of the offender, or even become part of the means toward the unitary end of successful social reintegration, in practice few adult programs have overcome the duality between control and "treatment" or have managed to avoid conflict between the two.

---

* Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions. Washington: Joint Commission, December, 1969, p. 36.

The large fortress-like maximum security institutions to which contemporary American correctional systems have fallen heir have hindered the movement toward "treatment"-oriented programs. These facilities tend to perpetuate the traditional custodial staff-inmate relationships by their very architecture. Their size combines with the demands of prison industries programs to make differentiated treatment within the walls difficult.

The Joint Commission on Correctional Manpower and Training classified such institutions as "multipurpose prisons." It identified them as the type of facility that houses 48.3 per cent of all inmates confined in State and Federal correctional institutions. "Designed to hold most difficult offenders in a jurisdiction, it frequently is used to handle many less dangerous offenders as well. Historically, the cost of operating the traditional prison has largely been offset through the use of inmate labor. This tradition is maintained today in the emphasis placed on the extensive use of inmates in maintenance assignments and in the practice of concentrating most prison industry operations in these institutions. For this reason, they are classified as work-oriented."*

The Joint Commission divided institutions into two major categories: work-oriented and rehabilitation-oriented:

> ....Work-oriented institutions are characterized by greater emphasis on work by offenders than on education, vocational training, and other rehabilitative services. They tend to have fairly extensive prison industry, farm, or forestry operations which help to defray the cost of maintaining the institution. Rehabilitation-oriented institutions have less extensive work operations and usually, but not necessarily, more developed rehabilitative programs such as vocational and educational training, casework and counseling services, and medical and psychiatric care....
>
> ....Use of these terms does not necessarily imply that work-oriented institutions are unconcerned about offenders' welfare or that rehabilitation-oriented institutions do not have work programs...the distinction is one of degree, rather than kind.**

The Commission found that an approximate 70 per cent of all State and Federal committed offenders were held in work-oriented settings, though these institutions comprised only 53 per cent of the total number of institutions. Those found to be rehabilitation-oriented were generally smaller, as the above figures imply. Besides the multi-purpose institutions mentioned above, other classifications in the work-oriented category were "less secure institutions," "major non-prison institutions," and "camps and road force units."

---

* Ibid., pp. 16-17.
** Ibid., pp. 15-16.

In practice, an institutional emphasis on work generally means a corresponding stress upon custody, or control, as contrasted with rehabilitative goals. "The formal organization and official policy of the traditional prison recognized industry as a goal and reform as a hope along with the objective of custodial control....Thus, while the prison had a work program, its inmates were sentenced to 'hard labor,' and the economic self-sufficiency of the institution was an ideal, the effective roles of industry and the industrial supervisor were institutionalized in their relations with the custodial force.*

1. The Custody Side

Because differences in orientation between custody and rehabilitation are generally differences of degree, correctional institutions commonly include elements of both in their programs. They are consciously placed together functioning side by side. The observation that they function side by side is a deliberate one. It implies that they seldom have been able to achieve a high degree of unity in the face they turn toward the inmate. Nor are they often able to blend their forces into a single operational approach.

Thus an organizational scheme for correctional institutions that includes a "custody side" separate from a "treatment side," has become commonplace. Each is often headed by a staff member of the rank of assistant or associate warden. "Custody" ordinarily begins by including the guard or officer staff, usually bearing military ranks. It might also embrace the security-related jobs in work supervision or industrial production. "Treatment" includes the counseling and casework staff, as well as those doing diagnostic work, if housed in the same institution. It might also include the medical, dental and religious staff functions. Education and vocational training are generally seen to be the treatment side and given a separate status. Prison industries, likewise, might be separate from custody with a divisional status of its own, or be placed under the business manager.

In any but the most rehabilitation-directed institutions, the custody force has control of institutional communications, a tribute to the primacy of security in the value hierarchy of most institutions. This fact, in turn, goes far in determining the general character of the institution. McCleery finds, for example, that "the unit which dominated the work of the old prison supported its position by control over the communication system."**

---

* Richard H. McCleery, "Policy Change in Prison Management," in Amitai Etozioni, ed., A Sociological Reader on Complex Organizations, New York: Holt, Rinehart and Winston, 1969, p. 202.
** Ibid., p. 222.

The major goal of custody, as separated from the goals of treatment, is to "keep" the inmates: to hold them, as directed by the judicial system, until such time as they may be released, paroled, or transferred to another facility. Corollary goals are to maintain order and discipline necessary to group custody and to avoid trouble by avoiding unnecessary discomforts to the inmate group. The prison custody environment is a highly structured one, with elaborate sets of rules for both inmates and staff, these being considered necessary for the day-to-day operation of group living for committed offenders.

The literature of corrections abounds with descriptions of custody-oriented institutional environments. Some excerpts extracted from several sources and given below generally portray custodial orientation in the absence of mitigating factors that might soften their impact. These examples depict the prototype of the custodially directed institution:

> Associated with the goal of custody in a prison...are staff role expectations that typically involve a general distrust and suspicion of inmate...behavior. Consequently in traditional custodial prisons, for example, the officials and inmates are characteristically hostile to one another and show a relatively low level of interaction...
>
> The assumption implicit in the custodial goal affirms that the function of the organization is to protect the community by keeping the prisoner in the organization. He is correspondingly labeled as 'dangerous, deserving of punishment, and unfit for the outside world.'
>
> The conventional prison...where the custodial goal is the primary objective can be characterized as a formalistically oriented bureaucracy which...entails continuous enforcement of official regulations resulting in a considerable amount of inmate...resistance as well as highly formalized relationships between the officials and the inmates.
>
> The chief administrator of a prison organization is traditionally granted extensive independent authority....No guard or other officer was permitted to make a policy decision without first consulting him. And in time of emergency, such as an escape, his immediate notification was required even if he was not on duty.*

---

* Oscar Grusky, "Role Conflict in Organization: A Study of Prison Camp Officials" in Lawrence Hazelrigg, ed., Prison Within Society, Garden City, New York: Doubleday and Company (Anchor Books), 1968, pp. 455-457.

"The Warden and his Deputy were the only policy-making officials of the institution...the main divisions of the staff were the custodial force, organized in three watches under a Senior Captain, and the work line supervisors. Past attempts to vitalize a treatment program had atrophied by that time into a single position -- an ex-guard supervised recreation. There were other functions performed within the walls -- a kitchen, an admissions and records office, and a hospital -- but these seemed to have no independent organizational status.

The entire staff accepted those implications for organizational structure that were institutionalized in the custodial force. The structure of that force was borrowed directly from military organization. The steps in its uniformed and disciplined hierarchy served as the measure by which those who performed non-custodial services determined their own status within the structure of formal organization. Hence the admissions officer insisted upon the rank of Captain which he had earned through many years of custodial service.

The nerve center for all institutional communication lay in the office of the Captain of the Yard. This location was dictated by the primary interest of custodial officials in the hour-by-hour reports on the location and movement of men. Record items of costs, production, or the needs of the men might be ignored, but control information was never overlooked....work supervisors... came to think, act and dress like the guards. They justified labor in terms of disciplinary rather than productive or training results, maintained sharp class distinctions on the job...

In the authoritarian prison, the exercise of coercive power based essentially on force constituted one foundation of social control. But this power was, perhaps, least effective when it took the form of punitive sanctions imposed on individuals. A high degree of discipline was maintained with the minimum of direct sanctions. A vital basis of social control lay in procedures of regimentation -- frequent counts and assemblies -- which imposed a psychology of domination and placed the subject in a posture of silence, respect and awe....*

---

* McCleery, op. cit., 202-206.

In the custodially oriented prison inmates were officially viewed as dangerous, scheming, conniving men in need of close surveillance. Accordingly one important administrative task was minimization, to the fullest extent possible under the law and the humanitarian concern of external groups...of inmate freedom. Rules that set the limits of inmate freedom precisely were therefore specified, and one major set of criteria used for evaluating guard performance was the extent to which the inmate rules were enforced. The chief custodial administrator had the following to say in a speech to new guards: 'You are here to enforce the rules of the institution. Every rule. You must enforce every rule. If we thought that one of these rules was not needed, we would throw it out. We go over them every now and then and decide whether they should be changed. We did that about five years ago -- went over with all of the departments the rules that applied to them. So don't fail to enforce a rule, even if you think it is nonsense. It is there for a reason. Don't blow hot and cold; enforce the same rule in the same way every day. Come in and see me or see a lieutanant if you think the rule doesn't make any sense. We will take it up. But if it is there, enforce it.'...Because of this emphasis on rules for enforcing rules, it was difficult to find a guard activity that was not regulated from above.... Guards' duties were defined in such a way that only rarely could an employee do something that was not in accordance with, or a violation of (specific) rules...Generally speaking, guards were expected, while in the institution, to place themselves completely at the disposal of the administrators, to be used as the latter saw fit.*

The fact that life in the ordinary prison has to be lived wholly within walls extends the authority of the administration to the regulation of functions that in most other social organizations are left to the individual's discretion. The discipline extended to every aspect of the prisoner's multiple roles leaves little scope for unregulated or unsupervised activity. Historically, this development was based on the belief that discipline per se is a good that its enforcement will have benefits beyond the prison walls in the habits inculcated in individual prisoners.

The routinization of prison life...is apparently not conducive to self-direction, but to a reliance on authoritative initiative, so that prisonization, like hospitalization, results in dependence rather that independence.**

---

* Donald R. Cressey, "Contradictory Directives in Complex Organizations: the Case of the Prison," in Lawrence Hazelrigg, ed., Prison Within Society, Garden City, New York: Doubleday and Company (Anchor Books), 1968, pp. 481-482.

** George H. Grosser, "External Setting and Internal Relations of the Prison," in Theoretical Studies in Social Organization of the Prison, New York: Social Science Research Council, 1960, pp. 135-136.

The functioning of custody has been generally characterized, then, by:

(1) A high degree of centralization of policy-making authority, decision-making, standard-setting, and communications.

(2) A military model for custody staff including use of military uniforms, titles, ranks, and in certain aspects of operations, procedures.

(3) A high degree of structure for behavior of both inmate and staff groups, with tendencies toward rigidity in the formulation, promulgation and enforcement of rules and regulations.

(4) A strict system of caste, separating the subordinate (inmate) group from the dominant (administration-staff) group, with no sharing of over-all primary goals between the two groups, and without the possibility of vertical mobility from subordinate to dominant group.

The organization and functioning of the inmate social systems as they have traditionally developed in this kind of milieu are also well documented and will not be taken up here. It should be noted, however, that the inmate system is an adaptation to the custodial routine of the prison and, as a settled power balance among the subservient group, serves the status quo. Any disruption of the delicate power relationships within this system can be a hazard to the maintenance of order. Because this feature of prison life is recognized, administrators are the more reluctant to make changes in the routine, to relax discipline, or to upset the established order.

The difficulty in establishing treatment programs in the context of the custody-oriented prison is summed up by Grosser:

"The more humane prison....is not necessarily to be confused with one more oriented to treatment, although it is true that modern treatment orientation, in the psychiatric and social work sense, is incompatible with an authoritarian maximum-security prison. More self-determination and more humane treatment of prisoners do not necessarily reform their characters nor change their values from criminal to noncriminal....

The informal inmate culture with its code and group organization, appears...as a necessary consequence of any large congregate prison. The potency of this group as a reference group persists for most prisoners, both for psychological reasons and because there is no other reference group that competes, with suitable incentives and assurance of acceptance, for their loyalty. Even in the most lenient prison, the fact of imprisonment and its attendant frustrations, as well as the symbolism of caste distinction,

tend to keep the offender's self-image as convict highly salient. Thus, in effect, incorporation of a lenient philosophy and even the employment of a treatment and training staff cannot be interpreted as more than a professed change in ideology in the direction of treatment orientation.

In performance of the custodial function and in the employment of incentives primarily to that end, the prison jeopardized its potential as a treatment agency."*

2. The Treatment Side

In the typically custodially oriented institution, the "treatment side," if it existed, was most commonly an add-on feature containing a small-to-moderate number of counselors trained to the baccalaureate level of general education in the more affluent States, and varying number of social workers, psychologists, sociologists and physicians. Because security was a primary value, and because the custody side controlled the system of communications, "treatment" occupied a secondary role in the program. If diagnosis was among its responsibilities, the treatment unit tended in many cases to favor diagnosis as an activity. First, it was an activity for which the professionally trained staff felt best prepared. Second, there was generally no way of holding the diagnosticians accountable for the accuracy of their product, the diagnostic assessment or summary. Treatment, except in specialized psychiatric facilities, has generally been limited to individual counseling by college-trained "correctional counselors" or professionally trained social workers.

These programs have not demonstrated that they are effective either in changing criminal behavior or in reintegrating offenders into the outside community. Over the years there has been little or no evidence developed to indicate that such treatment units have had significant impact on the group experience of inmates in confinement.

Orientation of such treatment programs has been toward the inmate as an individual. The treatment side, in this regard, has had little choice, considering that custody has controlled the group milieu. An orientation that emphasizes individualization of treatment on grounds that the problems that cause criminal offense are peculiar to individuals and therefore require individual solution is difficult to support in light of what is known about the effects of the institutional environment. As Sutherland observed:

---

* Ibid., pp. 139-140.

> "From the therapeutic point of view, attempts to change individuals one at a time while their groups and their culture remain unchanged is generally futile. The policy of individualization as practiced in most penal and reformatory institutions has had a stated ambition to study each prisoner, develop a program for him as an individual, and reform him by a program adapted to what was found in studying him. The description and also the practice have frequently gone on as though the individual prisoner lived in a vacuum."*

Professional organizations have prescribed caseload standards for treatment staff working in correctional programs. For adult institutions, one widely accepted standard calls for one counselor for each 150 inmates. A caseworker assigned to the reception process is to have no more than 30 cases per month. Other standards call for a professionally qualified vocational counselor for every 300 inmates in the general institution program and one for 40 inmates in the reception program. Still others prescribe the number of psychiatrists, clinical psychologists and chaplains that ought to serve a given number of confined prisoners.

A Joint Commission report raised these questions:

> What are the assumptions or theoretical considerations on which they (the standards) are grounded?
>
> To what extent are they realistic or attainable in view of the availability of specialized manpower?
>
> Are they defensible in terms of results?

Whatever their origin or authorship, these standards assume a "treatment" model for organizing relationships between staff and offenders. Under this model, highly specialized manpower is supposed to change the behavior of offenders through regarding them as some equivalent of a "patient" by expressing the values suggested by the term "individualized treatment." The model requires personnel described by such terms as social worker, counselor, psychologist, clinically trained clergyman, and psychiatrist. Because the model parallels the conceptual and manpower problems of the mental health field, it indicates the special value of studying the efforts of that field for guidance in solving the personnel dilemma of corrections.**

The Joint Commission report, continuing to take a harsh view of this conceptual model, quotes George Albee, President of the American Psychological Association in 1969-70:

---

* E. H. Sutherland, "The Person and the Situation in the Treatment of Prisoners," in Albert Cohen, Alfred Lindesmith and Karl Schuessler, eds., The Sutherland Papers, Bloomington: Indiana University Press, 1956, pp. 162-163.

** Joint Commission on Correctional Manpower and Training, Perspectives on Correctional Manpower and Training, Washington: Joint Commission, January, 1970, pp. 21-22.

> 'The time is not far off when the whole mental health bubble bursts! We have made irresponsible promises to the people, to Congress, to State legislatures, and to the labor unions. We shall not be able to deliver adequate and meaningful services.
>
> Our inability to provide services will derive largely from the defects in the conceptual model that dictates the kinds of manpower required. Much useful and effective intervention with emotionally disturbed children and adults could be done by people with bachelor degrees (or even with less education) who are in potentially large supply. But exploration of these routes is blocked by our present model.'*

Referring to the Albee statement, the Joint Commission report summarized:

> "Corrections would do well to respect this admonition to the broad field of mental health to discard the 'individual treatment' concept not only because its manpower demands are unrealistic but because the concept itself is invalid."

On the other hand, the counseling process and the nature of the therapeutic encounter have been subjected to scrutiny in recent years from critics who are drastically revising some time-honored concepts of therapeutic interaction. For example, from a review of recent research evidence, Truax and Carkhuff reached these conclusions:

Although most theorists concern themselves in their writings with discussing the client, three characteristics of an effective counselor emerge from the divergent viewpoints:

> (1) An effective therapist is integrated, nondefensive, and authentic or genuine in his therapeutic encounters.
>
> (2) An effective therapist can provide a non-threatening, safe, trusting or secure atmosphere by his acceptance, unconditional positive regard, love, or nonpossessive warmth for the client.
>
> (3) An effective therapist is able to "be with," "grasp the meaning of," or accurately and empathically understand the client on a moment-by-moment basis.**

---

* George W. Albee, "The Relation of Conceptual Models to Manpower Needs," in Emory L. Cowen, Melvin Zax, and Elmer A. Gardner, eds., Emergent Approaches to Mental Health Problems, New York: Appleton-Century-Crofts, 1967, p. 12.

** Charles B. Truax and Robert R. Carkhuff, Toward Effective Counseling and Psychotherapy: Training and Practice, Chicago: Aldine Publishing Company, 1967, p. 1.

With regard to professional credentials, Berenson and Carkhuff conclude:

> "In regard to questionable clinical practices in general, it is noteworthy that exactly 14 years after (Hans J.) Eysenck questioned the effectiveness of professional practitioners, the following review of the literature in the training area suggests that there are no professional training programs which have demonstrated their efficacy in terms of a translation to constructive behavioral gains in clients."*

Though these seem to be harsh judgments made against some conventional assumptions about therapeutic relationships, it is clear that concepts of the ways in which behavior change may be brought about are changing rapidly, as are prevailing views of the kinds of persons and the kinds of attitudes and approaches that may be therapeutically effective where individual interaction is indicated.

Berenson and Carkhuff list ten assumptions that have for too long influenced the nature of our training programs and our relationships to our clients and patients. These are given below:

(1) Effective counseling and therapy can be accomplished only by those who have graduated from approved medical or graduate or post-graduate programs.

(2) Effective counseling and therapy can be accomplished only by those who know and adhere to a recognized school of therapy.

(3) Effective counseling and therapy can be accomplished only by those who have passed the screening procedures of a particular school of therapy.

(4) Effective counseling and therapy can be accomplished only by the intellectually superior.

(5) Effective counseling and therapy can be accomplished only by those who fully understand personality dynamics.

(6) Effective counseling and therapy can be accomplished only by those who can remain objective and who do not become involved in the lives of their clients.

(7) Effective counseling and therapy can be accomplished only by those who have first learned to distrust their own experiences, impulses, and feelings.

---

* Bernard G. Berenson and Robert R. Carkhuff, Sources of Gain in Counseling and Psychotherapy, New York: Holt, Rinehart and Winston, 1967, p. 7.

(8) Effective counseling and therapy can be accomplished only by those persons who are more "therapist" than "human."

(9) Effective counseling and therapy can be accomplished only by those who make their major commitment to the broader aspects and values of the social and institutional establishment.

(10) Effective counseling and psychotherapy involving the personal problems of clients can only be accomplished by an impersonal approach.*

Significantly for our inquiry, the authors proceed to revise these ten assumptions in the light of recent theoretical and research developments. These are in their view the assumptions which the evidence supports:

(1) Effective counseling and therapy can be accomplished by non-professional persons trained to offer high levels of psychological conditions that correlate with constructive change.

(2) Effective counseling and therapy can be accomplished by persons providing high levels of facilitative interpersonal conditions independent of schools of therapy.

(3) Effective counseling and therapy can be accomplished by many persons who have not passed the screening procedures of a particular school of therapy.

(4) Effective counseling and therapy can be accomplished by persons representing a wide range of levels of intellectual functioning.

(5) Effective counseling and therapy can be accomplished by persons who may or may not understand fully the complexities of personality dynamics.

(6) Effective counseling and therapy can be accomplished only by those who become involved at some deep level in the lives of their clients.

(7) Effective counseling and therapy can be accomplished only by those who have first learned to trust their own experiences, impulses and feelings.

(8) Effective counseling and therapy can be accomplished only by those persons who are more "human" than "therapist."

---

* Ibid., p.3.

(9) Effective counseling and therapy can be accomplished only by those who make a basic commitment to their clients, who challenge the establishment with new learnings and are continually re-examining old learnings.

(10) Effective counseling and psychotherapy involving the personal problems of clients can only be accomplished by the most personal of approaches.*

The doubtful effectiveness of individual therapy or counseling in a correctional program, particularly in custodially oriented institutions is therefore made more tenuous in present practice by the doubts surrounding the traditional assumptions about professionally trained personnel.

What, then, of the rehabilitation-oriented correctional institutions? The Joint Commission investigators were generally unimpressed:

As a group, these institutions are far superior to the typical multipurpose prison. On the average they are smaller, newer, more open, and more "humanly" designed. Comparatively few are walled or use group cells for confining inmates. In fact some are attractively designed on a campus model and provide open dormitory and "honor room" housing. Several are fully open institutions, having no fence or guard towers and operating essentially on an honor system to prevent escapes....

Despite these many advantages, it must be said that these institutions as a class have not been outstandingly innovative. Individual exceptions exist, of course, but overall this promising segment of the adult correctional system has thus far fallen short of its potential in showing the way.

Over the years, the development of the rehabilitation-oriented institution has been heavily influenced by three distinct models. The first is the multipurpose prison. Use of this model implies that rehabilitation-oriented institutions are no more than prisons in miniature. The second model, that of the traditional public school, suggests that these institutions be run as closely as possible along the lines of a school, with heavy emphasis on academic training and classroom discipline. The third is the psychiatric model, with its emphasis on the psychotherapeutic one-to-one relationship between offender and a professionally trained or guided therapist. For various reasons, all of these models have proven to be unsatisfactory. Yet they continue to serve as the guides for most programs in rehabilitation-oriented institutions.**

---

* Ibid., pp. 3-4.

** Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Washington: Joint Commission, December, 1969, pp. 22-23.

Several significant points, then, may be made with respect to the "treatment side" as its programs have been carried out in correctional institutions. First, in custodially oriented facilities, treatment has generally been relegated to a secondary (or tertiary, after industries) role in the total program. Second, emphasis has been on individual treatment, with too little attention paid to the power of the group experience of prisoners. Third, even where individual counseling may be potentially effective, program leaders may have been banking on the wrong sets of credentials for their treatment personnel. Thus, the approaches they have made to their work may have been burdened with false assumptions. Finally, rehabilitation-oriented programs, which would appear to offer the best opportunities for effective treatment, have somehow failed to realize their potential.

3. The Collaborative Program: An Integrated Model

The President's Commission on Law Enforcement and the Administration of Justice lent its prestige to the idea that corrections could move toward "a collaborative regime in which staff and inmates work together toward rehabilitative goals and unnecessary conflicts between the two groups is avoided."*

Such a program would feature the active participation of offenders in defining and meeting their own needs as individuals and as a group. It would also bring the various staff elements together in a common set of goals, chief among which would be the resocialization of offenders. It would seek cooperation from any helpful group or agency in the community, volunteers and organizations and would accept wherever feasible the active involvement of such persons and groups.

Certainly the field of corrections is now opening itself to a close and continuous re-examination of its traditional values and practices and is ready to receive a flood of new ideas and models. Some version of the collaborative concept is sure to be attempted in almost every jurisdiction until and unless it demonstrates inevitable failure.

This suggests that (1) staffing patterns for correctional programs designed at this time ought to present maximum flexibility for programs that can anticipate variety in concept and method; and (2) the collaborative program ought to be considered as a developing trend in designs conceived at this point in time.

D. IMPLICATIONS OF PROGRAM ISSUES FOR THE STUDY

The objective of the study then became one of designing a career opportunity system for the Adult Division that would be flexible enough to (1) encompass

---

* President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, Washington: United States Government Printing Office, 1967, p. 173.

the various approaches to correctional custody and treatment that were likely to be conducted simultaneously at various facilities, until such time as the Division was able to achieve its program goals throughout; and (2) accommodate to the several stages of development the program might pass through as it evolves in the intended direction, taking into account the probability that some features of the program may ultimately not be possible at some facilities though successfully operating at others. One of the casualties of this shift in emphasis was the planned massive analysis of tasks as they are presently carried out in the institutions visited, particularly at those located in the Joliet area. The study team received information from program leaders that, whatever the ultimate shape of the program might be, it was not their intention to continue the strongly custody-oriented regime that was currently functioning in those institutions. Not that anyone proposed neglecting the security aspects of the program. Rather it was indicated that the guard hierarchy was to carry an interactive role with the inmate population, which would be contrary to the practice current at the time of the visits.

The strictly custody-related tasks as carried out by institution staff were very quickly recognized and cataloged. Though there were about 512 staff members classified as "Guard" in the Stateville-Joliet complex, fewer than 40 were interviewed. During the course of these interviews it was felt that the interviewers were quickly reaching the point of diminishing returns. All interviewees seemed to be carrying out the same basic tasks and types of tasks, all generally relating to custody and security. The focus of the team then became one of attempting to respond to the needs of the Division as expressed both in terms of current practices and communicated guidelines for the future.

E. ORGANIZATION OF THE ADULT DIVISION

At the time the field study was undertaken, the Adult Division was organized in the following manner:

Executive head of the Division was the Assistant Director of Corrections. Another Assistant Director headed the Juvenile Division. Besides an Administrative Assistant, administrators of six units reported to the Assistant Director for the Adult Division. These six units were: (1) the Office of Institutional Services, administratively containing the Division's six major institutions at Stateville-Joliet, Pontiac, Dwight, Menard, Vienna and Vandalia; (2) the Office of Program Services, responsible for the four reception/diagnostic centers at Joliet, Dwight, Menard and Vandalia through a Supervisor of Reception/Diagnostic Services, and responsible for clinical-counseling services in the institutions through a Supervisor of Clinical Services; (3) the Office of Correctional Industries, responsible for the prison industries programs in the various institutions; (4) the Office of Educational and Vocational Training; (5) the Office of Training and Staff Development; and (6) the Office of Field Services, divided into three units titled Parole Supervision, Community Centers, and Work Release Programs.

The jurisdiction of the Office of Program Services was a source of some confusion during the field study period. The institutions visited had had no internally administered or internally housed "treatment" program in the traditional model of a counseling or social work unit attached to a rehabilitation section of administration. Eleven counselors with bachelor's and master's degrees had been hired. A question that seemed unsettled at the time was the question of whether the counselors were the employees of the Office of Program Services or whether they would serve under the recently appointed Assistant Warden for Program Services.

F. THE PRESENT CLASSIFICATION SYSTEM

Personnel employed in the Adult Division, as they are presently classified, may be grouped into the following categories:

(1) Classes used only in corrections and functioning mainly in custody assignments:

Correctional Officer
Guard
Guard Sergeant
Guard Lieutenant
Guard Captain
Senior Guard Captain
Transportation Officer

(2) Classes used only in corrections and functioning in work-supervision assignments:

Prison Commodities Distribution Officer
Prison Food Supervisor
Prison Grounds Supervisor
Prison Industry Foreman
Prison Maintenance Worker
Prison Supply Supervisor
Prison Agriculture Foreman

(3) Classes used only in corrections but mainly performing functions also performed in agencies other than corrections:

Prison Clerk
Prison Identification Technician
Prison Medical Technician
Prison Narcotic Ward Nurse
Prison Utilities Operator
Prison Vocational Instructor

(4) Classes used only in corrections and functioning more in rehabilitation than in control or custody assignments:

Correctional Counselor
Correctional Parole Counselor
Prison Therapy Worker
Prison Sociologist
Community Center or Work Release Supervisor
Diagnostic Team Supervisor

(5) Classes used only in correctional administration:

Assistant Warden
Assistant Women's Reformatory Superintendent
Correctional Parole Superintendent
Correctional Program Executive
Warden

(6) Human services classes functioning in corrections and in other agencies:

Physician	Optometrist	Pharmacist
Psychologist	Dentist	Nurse
Social Worker	Laboratory Technician	Chaplain

(7) Clerical and administrative classes functioning in corrections and in other agencies:

Accountant
Administrative Assistant
Clerk
Clerk Stenographer
Clerk Typist
Statistician

(8) Maintenance and trades classes functioning in corrections and in other agencies:

Electrician	Machinist
Carpenter	Stationary Fireman
Plumber	Steamfitter

Of these eight categories, the first four received the greatest attention from the study team. The eighth group, maintanance and trades classes, are paid at prevailing rates for their respective trades in Illinois, and are exempt from Jurisdiction B of the Illinois Personnel Code, that section dealing with merit appointment and tenure. It was not considered in the study for these reasons.

The seventh category, clerical and administrative classes, did not receive emphasis by the study team. Because these classes generally cut across department boundaries and are found in many or most departments, their linkage as classes to a correctional career system is not feasible. The career system recommended here, however, provides for movement from these classes into the career system under certain conditions on a voluntary basis.

Some employees working in certain of the classes listed in category six may qualify for inclusion in the correctional classes recommended in this report. For other classes in this category (e.g., Physician) inclusion would not be practical. In general, only positions that fall within the class definitions and require no special training other than that recommended for the proposed new classes would be considered. Little attention was given these classes in the field study.

The fifth category also received little attention, but only because the main thrust of the study was directed toward developing the career class structure from entry-level classes through a rational sequence of advancement, culminating, it is supposed, in executive-level classes such as these. The problems, however, were not here, but at the lower levels, represented by categories one through four.

All classes in the first three categories require basic guard training for certification. Of these, only one class can be considered an entry-level class employing a large number of people. This is the Guard classification. Correctional Officer is the equivalent of Guard in the Women's Reformatory; it is thus an entry-level classification, but is only used in that one institution. Classes in category three may be considered entry-level in that hiring is frequently done from the outside in order to utilize specialized training or skills, but none is represented in large numbers.

The only other classification listed that is entry-level and is used in considerable numbers is Correctional Parole Counselor, which requires four years of college or the equivalent. The Guard and Correctional Officer classes are also seen as entry-level classes. Though the usual path of advancement for guards is to Guard Sergeant, Lieutenant, and Captain, former guards supply most of the manpower for classes in category two. On the other hand, they seldom bridge the gap from their series to the classes in category four, most of which require college training.

The greatest degree of class mobility appeared to be from the guard series into the work supervision classes. There has apparently been some movement from the guard or custody classes into some of the category three classes, but very little into category four. Many staff members employed in category five executive classes rose from custody positions; others ascended from category four. Not much movement was evidenced between classes in categories six, seven and eight, and other classes.*

---

* See Appendix III-B for listing of Civil Service classes used in the Department of Corrections according to pay grades.

G. THE STATEVILLE-JOLIET COMPLEX

The Stateville-Joliet group of institutions includes Stateville Penitentiary, the State's largest, located at the northwest edge of the City of Joliet, the older Joliet Branch prison, some five miles away, the Reception and Diagnostic Center across the street from Joliet Branch, and the Honor Farm, located adjacent to Stateville.

At the time visits were made in July, the average daily population was 2300+ in Stateville, 900+ in Joliet Branch. The Reception and Diagnostic Center was processing 165 committed offenders. About 200 men were assigned to the Honor Farm.

The total staff of 842 workers consisted of 622 functioning in custodial roles and 220 others. The custody staff included 512 guards, 62 sergeants, 40 lieutenants and 8 captains.

At the time of the team's visits, the institutions were characteristically custodial in their orientation, though there was a good deal of anticipation of changes to come. Eleven of the proposed 24 counselors had been hired and were undergoing orientation. They were to serve under a staff member classified as Diagnostic Team Supervisor. He had been employed in the institution for some time prior to the introduction of the counselors. His chief duties had been to prepare written pre-parole summaries for the Board of Pardon and Parole. It was not yet clear exactly what the counselors were to do, what their training would be, exactly where (in what part of the physical plant) they would function, or how they would be matched with inmate clients. Three had master's degrees and so were entering at the Correctional Counselor II classification. Of the remainder, all Correctional Counselor I's, two were ex-guards who had college degrees. The I's presumably all had degrees and some were recent graduates.

The authority structure was highly centralized. It was difficult to determine exactly how many staff members reported directly to the Warden though it was clear that the number was large. The confusion was owing to the fact that a staff member might report to the Warden with regard to certain matters, but to someone else for other reasons. This is not to imply that the staff was confused; it was not. This is also not an implied criticism of the organizational plan. It has been common for penal institutions to be tightly organized around the central figure of the Warden, and for authority and responsibility to be centered in his person. This has been a reflection of the high priorities placed on security and custody.

In like manner, the custody staff was very tightly centralized around the figure of the Chief Guard, a Senior Captain. The Warden, however, was in charge of the entire complex of institutions; each one had a Chief Guard.

The Chief Guard was responsible for all assignments of custody staff and maintained all staff schedules, time records and other information relating

to work assigned and work performed. The custody staff itself was structured in such a way with regard to the hierarchy of responsibility that a very large number of employees regarded the Chief Guard as their immediate superior.

Military uniforms were worn by members of the custodial staff, and their classifications were, of course, in the form of military titles.

An elaborate set of rules governed behavior of inmates and guard staff alike. Inmates could be disciplined for a great number of offenses ranging from talking in chow line to much more serious acts. Guards could be "written up" by any other staff members for observed infractions of rules, for laxity or for acts of incompetence as reported.

A distance was officially maintained between guard staff and inmates. One of the items on the guard evaluation checklist used in the institutions was the question of whether the guard spoke unnecessarily to inmates. While kindness was not discouraged, and the climate was not punitive, unessential social intercourse with the inmate population was clearly devalued.

Though these institutions at Joliet are considered maximum security facilities meant to house the most dangerous and recalcitrant of the State's offenders, the population has been declining steadily, owing to a number of factors: greater use of probation and parole, development of community programs, shorter sentences in many cases. On the darker side, many staff members are convinced that these developments have left the institution with a tougher prisoner to handle. He is a shorter-term prisoner who knows he will be out sooner than has been the case in the past, who has missed or failed probation or violated parole -- or just a "very bad actor" whom any judge would decide needed to be locked up. Urban gang members and politicized prisoners are considered growing problems.

Under these general conditions, several observations were made concerning staff needs and staff utilization.

1. Tasks and Assignments of Guards

Guard tasks fell generally under the heading of group management; care and control. Rules were enforced. Each inmate had a paddle -- a small wooden slab imprinted with his number, which must always correspond with the number on his clothing as he moved from station to station within the walls. If he had special permission to visit the dispensary, the dentist, a counselor, the visiting room, or another authorized place, he was given a slip of paper called a "ticket."

Guards at their various stations checked paddles and tickets of inmates entering or passing through. Guards also had to know how to "shake down" prisoners, how to search for contraband. Personal searches, searches of cells and of belongings were conducted on a continuing basis. Bars on cells were rapped with nightsticks to reveal weaknesses in their structure caused by inmates.

The first and simplest task was surveillance, which might be performed from a watch tower or other station. The dining hall, where the largest number of inmates gather each day, as compared with other parts of the institution, had at Stateville an inside tower in its center, accessible only from an underground tunnel.

Inmates were counted before, during and after every identifiable activity. They had to be kept orderly at all times and prevented from assaulting each other or the staff. They were assisted if they asked for assistance in authorized ways. They were supervised in their self-care and in care of their linens and clothing issues and in all of their activities. Much of the supervision was performed by guards.

Guard assignments were expressed in terms of locations rather than differing duties, although different locations might entail duties that differed in some ways. Generally, all, however, fell within the range of duties described above; i.e., surveillance, searching, counting, disciplining, ordering, supervising, assisting, managing and controlling.

2. Tasks and Assignments of Sergeants

The Sergeant in Stateville-Joliet was an experienced, seasoned guard of demonstrated competence in his line of work who was assigned to stations requiring more responsibility and perhaps more alertness. Sometimes the job entailed minor supervision of guards. .

Such assignments included being in charge of a cell house, the isolation unit, the segregation unit, the armory, the hospital gate, the sally port (truck entrance), the library, the information desk. or the master mechanic's shop. Again, the Sergeant conducted the same kinds of activities, albeit on a higher level of competence and skill: surveillance, search, supervision and control; in addition he was expected to supervise other employees.

3. Tasks and Assignments of Lieutenants

Most Lieutenants were roving troubleshooters and assistants to the Chief Guard. With a few exceptions, such as the training officer, the recreation director and the gate house operator, Lieutenants spent their tours of duty with generally loose assignments to a portion of the physical plant.

The assignment can be described as loose, because it was not a relationship of direct supervision over a particular group of Guards and Sergeants. It was rather a kind of emphasis of responsibility. The Lieutenant might look in more often at the area of the institution to which he was assigned. If a Lieutenant was needed at that area, however, the staff that worked there would settle for the Lieutenant nearest at hand.

There was a list of duties that could not be performed by officers of ranks below that of Lieutenant. One of these was accompanying an inmate under discipline to the isolation-segregation area. Every cell house had a special box for inmate mail to the Warden -- special messages that might be sensitive or significant for security. The contents of these boxes were collected by a Lieutenant. A Lieutenant accompanied guards to certain key tower assignments. Other assignments included supervision of back yard activities, checking garbage, supervising visitors to inmates in segregation, supervising security at the detention hospital, and conducting general and inspectional patrols.

4. Tasks and Assignments of Senior Captains

At the time visits were made, there were no officers ranked as "captain" in the Stateville-Joliet complex. There were eight Senior Captains, however, among whom were the Chief Guards.

At Stateville, besides the Chief Guard, a Senior Captain was the discipline officer. He decided on appropriate disciplinary action to be taken as retribution for infractions of rules or unacceptable behavior. The third Senior Captain had been called the assignment captain, and had been responsible for housing and work assignments for inmates. This responsibility was given to a committee of staff members, however, but the assignment captain remained to chair the committee.

It was observed that the duties and responsibilities of the Chief Guard were very great indeed, and seemed to considerably outweigh those of the other senior captains, though this may be debated. The Chief Guard was burdened with far too much paper work for an officer carrying such heavy responsibility for institutional security. Each morning he appeared on duty before the seven o'clock roll call, checking his assignment list for the day. Inevitably he was faced with the necessity of making substitutions for absentee staff members, shifting guards to place the greatest weight where it was most needed under conditions of staff shortage. Absenteeism and turnover were formidable problems at Joliet, and they became the worry of the Chief Guard, who had to keep stations manned as best he could.

The Chief Guard had inmate help with the paper work, but this was not without its problems. Guards had complained that inmates had access to too much information as assistants to the Chief Guard, and that these jobs ought to belong to "civilian" employees. Because Lieutenants were not given direct supervisory responsibility, but were assigned more as roving troubleshooters, it was the Chief Guard who was considered to be the immediate superior of a multitude of sergeants and guards, whom he supervised through the agency of his Lieutenants, or personally by intercom or face to face. Because custody staff accounted for such a high percentage of total staff, and because the Chief Guard was

responsible for all time-keeping for the custody side, he had been awarded at some time in the past the same responsibility for all staff of the institution. The number of days of vacation remaining to a typist in the administration building thus became the business of the Chief Guard in his office adjoining the dining hall, deep within the prison compound.

5. Tasks and Assignments of Work Supervisors

Prison Industry Foremen, Prison Food Supervisors, Prison Agriculture Foremen, and other category-two classes of employees carried on the work of the guard staff, but focused more on work supervision and instruction, and had more social interaction with inmates. They were required to be as security-conscious as guards, however, and the existence of sharp instruments and contraband articles in the shop areas, kitchens, and other work locations added another dimension to their responsibility. They were required to have had guard training, and they were actually almost 100 per cent ex-guards. The work supervision they conducted was ordinarily semi-skilled, but might require some skills that set them apart from other guards.

Prison Food Supervisors, for example, did not need to have experience in food or restaurant work. They could as easily be guards who had acquired some familiarity with kitchen procedures and food preparation on the job. They might be supervising inmates many of whom might have been skilled cooks and bakers. Indeed, in many cases the inmates acquired the culinary skills in prison. Any experience the Prison Food Supervisor may have had "on the outside" would serve him well, however.

6. Opportunities for Advancement

For the 512 guards working in the Stateville-Joliet complex, there were just 62 chances to make sergeant. To go from sergeant to lieutenant meant moving from 62 available positions to 40, however, which provided better odds. The other alternatives for guards were to move into category-two positions. There were actually not many of these jobs available, however. In June, 1970, there were 18 positions for Prison Food Supervisors, three for Prison Supply Supervisor I, and seven for Prison Supply Supervisor II. There were three for Commodities Distribution Officer, 23 for Prison Industries Foreman, and one for Prison Agriculture Foreman.

Without considerable investment by an employee in outside academic training, movement to category-three or category-four positions would be unlikely.

7. Guard Turnover and Absenteeism

Turnover rates for guard staff at Stateville-Joliet were very high at the time of the field study. During the first six months of 1970, 185 guards of a total of 512 employed left service at Stateville-Joliet.

Of these, five went on leaves of absence, and 30 transferred to other institutions in the Department. Five retired and three died. Forty were disqualified, some for failure to pass the physical examination, or were discharged. The remaining 102 left voluntarily for a variety of reasons given, including "moving my family to a better climate," "mother ill back home," "found better job in town," and "don't like the work."

Thus about 20 percent of the total guard staff chose to leave in a six-month period, and one that was characterized by a general economic downturn across the nation, including Illinois. This happened despite a raise in guard pay of about 24 per cent in the year preceding June 30, 1970, and a policy of hiring at Step 3 on the increment scale in the Joliet area. That leap in beginning pay was from $455 per month to $581. Beginning pay for guards at other facilities was increased to $616 per month on September 1, 1970; at the Stateville-Joliet complex new guards were to be hired at Step 3, $665 per month.

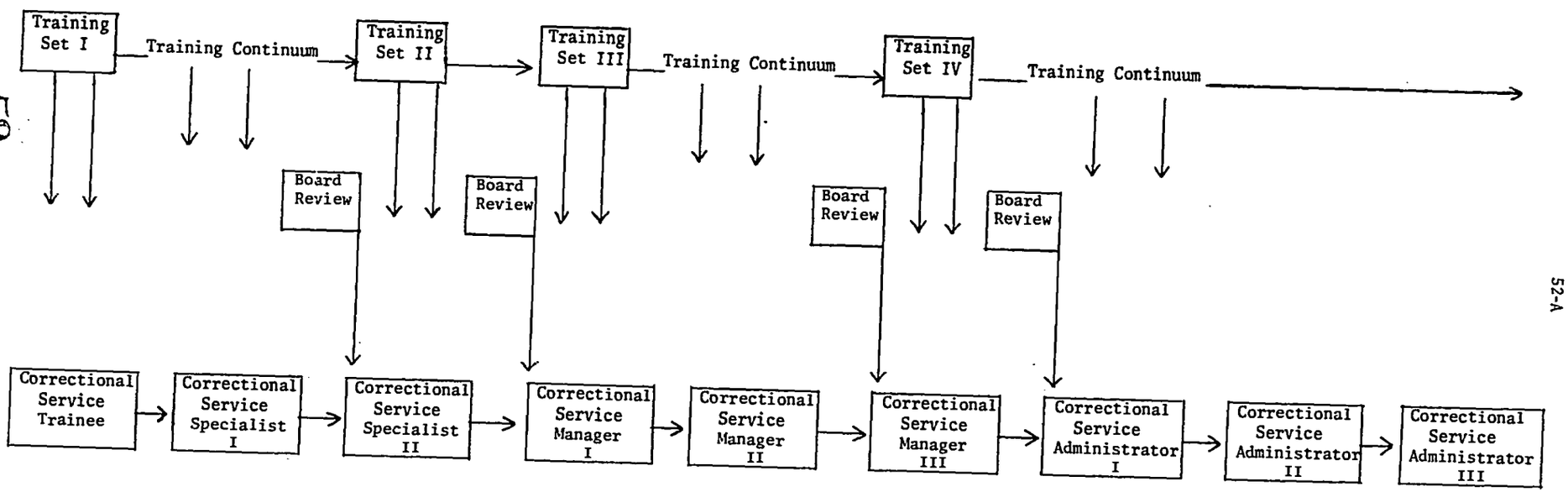
Of the 102 who left voluntarily 79 had less than one year of service at the time of their termination. Extending that period to two years yields a total of 90 who terminated voluntarily. Only 12 of the 102 had been with the Department for more than two years.

A long-standing policy of hiring and training guards only at Stateville to serve the needs of all the institutions was ended May 1. Now all institutions hire their own staffs. Thus the figure representing transfers to other institutions can be expected to decline. The loss of 40 through discharge and disqualification and 102 from voluntary reasons is significant, in any case.

As for the length of service of the 512 guards on the staff, 45.7 per cent had worked there for one year or less. The number of guards with less than two years of service totalled 64.8 per cent. Nearly 80 per cent had less than four years of employment in the Department.

These high rates of guard staff turnover were combined with an absentee rate estimated at between 11 and 15 per cent to cause serious problems in sustaining adequate manpower levels in the institutions.

A GENERIC SERIES FOR TRAINING AND EMPLOYMENT IN THE ADULT DIVISION OF THE DEPARTMENT OF CORRECTIONS



8. Characteristics of the Custody Staff

The custody staff at Stateville-Joliet presented some startling contrasts to the inmate population with respect to age, regional origin, and ethnic identification.

The median age of guards was 39. In contrast to a recent statistical report* which indicated that some 61 per cent of inmates were under the age of 30 when received, only 37 per cent were under 30. On the other hand, 41 per cent were over 45 years of age. The number of guards over 55 years of age was 115, and their ages ranged to a high of 85.

While no figures were collected on race of guards, it was stated that 65 to 70 per cent of inmates in Stateville-Joliet were non-white. On the other hand, non-white guards were represented on the staff, but were so few as to be conspicuous by their presence in any area of the institution.

A statistical report issued in 1969**indicated that 60.2 per cent of all commitments to the Department's institutions were made from Cook County. Only 14.6 per cent of the inmates were committed by courts in the 52 southern Illinois counties. In terms of total population, 46.5 per cent of Illinoisans live in Cook County and only 17.2 per cent in the southern 52 counties.

The study team compared these figures to the distribution of custody staff at Stateville-Joliet by county of origin. These are the counties each employee has been officially resident in at the time of his last application for employment.

Of the 685 custodial employees, 30 were recruited from out-of-state communities. This group represented 4.4 per cent of the total. Those from the 52 southern counties formed the largest group, comprising 45.4 per cent of the total custody staff. The area of local recruitment accounted for 37.8 per cent, and only 12.4 per cent came from other northern counties. Cook County itself provided only 4 per cent of the total, or fewer than the out-of-state contingent. More startling, of the 26 staff members from Cook County, only 18 were in guard positions; the others were higher ranking officers.

Another curiosity was the distribution of custody staff from out-of-state areas. Of the 30 out-of-staters, only one was from an area that most resembled urban Cook County (Baltimore). Six were from places

---

* Statistical Summary Report of the Illinois State Penitentiaries: Population as of January 1, 1969, Department of Public Safety report, p. 1.
** Ibid., pp. 2-3.

that were more like northern Illinois than southern Illinois, such as Wisconsin, Iowa, Nebraska, Colorado, Kansas. The remaining 23 were from areas that resembled southern Illinois in climate, social orientation and economy, such as southern Indiana, western Kentucky, western Tennessee, rural Arkansas, Missouri, Florida and Georgia.

It is often said in Illinois that employment in State institutions is more highly regarded in the southern portion of the State than elsewhere in the State. The southern area has not, over the years, enjoyed an economic and industrial development comparable to that of the northern counties. Evidence indicates that other State institutions in the northern half of Illinois have many employees whose origins are in the South.

The Stateville-Joliet institutions advertise jobs only in local newspapers, according to staff spokesmen. It is believed that word-of-mouth advertising accounts for the large number of applications received from the southern counties and from portions of adjoining States that lie adjacent to the southern Illinois counties.

No figures were collected giving percentages of the inmate population at Stateville-Joliet committed from Cook County. The figure of 60.2 per cent, given above, represented Cook County commitments to all State correctional institutions. However, inmates are more often than not placed in institutions close to their counties of origin. It might then be expected that the proportion of commitments to Stateville-Joliet from Cook County considerably exceeded the 60.2 per cent figure.

In contrast, examination of the counties of origin of non-custody staff working at Stateville-Joliet showed a heavy concentration of employees from the surrounding seven counties. There was a scattering of staff members from the southern counties, amounting to 19 persons and only 7 from the other northern counties compared with 134 from the seven-county area. Only three were from out-of-state locations, two from California, one from Florida. Evidently non-custody employment does not afford the same attraction to applicants from the southern counties. Or, more likely, jobs which do not entail custody are found more acceptable to applicants from the local area.

When all guard applicants entering the system were required to work first and undergo training at Stateville-Joliet, many applicants from the southern counties sought to be transferred back to southern area institutions soon after the completion of training. They were accommodated by having their names placed on a transfer list from which they were one-by-one given transfers as openings appeared. The proposed abolishment of this system of hiring and transfer was expected to result in fewer applications from the southern counties, which would increase pressure on the recruitment program.

In summary, it was evident that wide gaps existed between the inmate and the guard groups with respect to age, ethnic identity, and urban-rural social factors. It was clear that intensive recruitment programs would have to be initiated if the Department was to realize its objectives of effective interaction between staff and client groups and movement away from a strictly custodial program model.

9. Selection and Promotion Practices

Selection of personnel in clerical, technical and other non-custodial classes was made according to the same criteria that would govern their selection in other departments of State government. Selection of guards, however, and generally all classes in lower level categories was made on the basis of an interview and an investigation of background. The institution was the sole judge of an applicant's suitability for employment.

In practice, the Lieutenant in charge of staff training conducted application interviews. It was observed that these interviews were conducted with a great deal of skill and insight. The interviewer was practiced in disarming the applicant, yet observing him closely and interpreting his replies and reactions. Investigations were always made. If the interviewer was generally satisfied with the appearance of sincerity and integrity of the applicant, however, he might be hired pending the outcome of the investigation of background.

Only in the rarest of instances were category-two employees hired from outside the guard staff. The study team was told of one prison industries employee who was hired directly from the outside because of his skills as a wood finisher. This was so exceptional, however, that it seemed to be a memorable event to each of several persons asked about hiring practices in the industries shops.

The practice of granting to a correctional institution and its Warden the kind of autonomy in hiring that was observed here is not unusual. It is part of the pattern of centralized authority characteristic of penal institutions. Nor is it unsound to delegate this kind of authority to an institution, particularly in a climate of labor shortage. Some important elements are missing from the formula, however, and their absence might be acutely felt were there to develop a situation of intense competition for jobs. These can be expressed in terms of two principles: (1) there must be explicit standards for selection, objectively applied;and (2) there should be more of a process for selection as a further means of assuring objectivity.

The institution instead used a keen and skilled interviewer who knew a good deal about what a potentially effective guard looks like and who knew what to look for in his observations of guard material. His criteria might not be explicitly expressed, but might nonetheless be accurate and useful. His subjective appraisals might be as valid in their results as a process which strives to achieve objective evaluations. This system had a distinct disadvantage, however, in its dependency upon the judgment of one man who might leave the service and be replaced by another not nearly so acute. It also left those who had undergone the process without assurance that their applications had been fairly and impartially reviewed. In a time of competition for employment, the kinds of judgments made in these application interviews would be more difficult to sustain.

At this time the need for change was greater, however, with regard to the promotional practices of the institution. A Guard needed to have only one year on the job to become eligible for promotion to Sergeant, or two years to be eligible for a lieutenancy. With one year as either Lieutenant or Sergeant, an employee could be eligible for promotion to Captain. One additional year of such experience brought him to eligibility for a senior captaincy. Under these stated conditions, it was to be expected that many employees would become eligible for promotion in a short time, but that only a few could hope to actually be promoted.

Here, again, there was a conspicuous lack of process in the way people advance. Guards were observed by higher ranking officers as they carried out their daily assignments. Some attention was paid to their absentee records. Their reliability and their conduct in relation to the inmate group were monitored. When a vacancy appeared for a sergeancy, recommendations were made to the Warden, who made a decision as to who would receive the promotion.

There was no doubt that selections were made for the best interests of the institution, and that considerable care was taken to assure that men of demonstrated ability and dependability were chosen for promotion. One side-effect, however, was that the procedure appeared quite arbitrary to the employees, who might indeed conclude that a particular person was promoted for reasons other than merit. The team concluded that a process that would tend to objectify such selection could be devised and followed without recourse to strict seniority or other criterion that might fail to satisfy the needs of the program for advancement of the best officer material.

10. Staff Training

A two-to-three-week orientation was given all new guard recruits to the guard staff. They were taken on a tour, procedures were explained, and they were introduced to concepts of security, contraband, safety, use of forms and related topics. Recruits were assigned to work with other guards part of the time and were given on-the-job instruction. They were instructed in the use of weapons and were given practice in firing on the target range.

An attempt was made to station students in a full range of assignments beginning with work in a tower and continuing through typical duty assignments. Films and other audio-visual aids were used to supplement classroom instruction.

This was the only training guards received other than on-the-job experience with seasoned guards or supervisors providing information and advice. The nature and purpose of this training program appeared to be orientation solely, dealing with job-specific knowledge and security-related skills.

H. SUMMARY OF FIELD STUDY OBSERVATIONS

The foregoing sections have presented the highlights of what was learned by the study team at the Stateville-Joliet group of institutions which can be considered relevant to the purposes of this study. A mass of other data was obtained there, and further information was acquired in Pontiac and at Dwight and from Field Services. Much of this was important to the study team's understanding of the Division's programs. It was chiefly on the basis of the findings presented in the preceding pages, however, that the recommendations that follow were formulated.

Some points deserve additional emphasis. The Stateville-Joliet group of institutions did not by any reckoning share with all of the other institutions its problems of turnover, absenteeism and others enumerated above. Its problems, however, were central to the problems of the Department. It is a key facility, indeed a group of facilities comprising not only the largest confinement area for committed offenders, but for many years the hub of the correctional program for adults. Its program differed very little from what was offered at Pontiac and Menard, according to the study group's findings and information from Department spokesmen. Although Vandalia served misdemeanants, and concentrated on a farm program, it differed little from the others in those respects considered significant in this study. It was acknowledged to be a custody-oriented facility. Only Vienna and Dwight broke this pattern, and these accounted for a very small proportion of all committed offenders in the State.

At Stateville, the problem of staffing at the time of the team's visits was considered acute. There was little satisfaction on the part of program leaders with the general quality of guard material available to them. Absenteeism was a daily emergency for the Chief Guard and his Lieutenants. Turnover of staff was formidable.

There was evidence not only from turnover rates but also from our interviews that the guard in Stateville-Joliet was in a precarious position between the inmates and his own superiors. He had to be alert to inmate conspiracies to use him, to discredit him, to "get to him." He had to be wary of other staff members who might be prone to misjudge his actions, or report him for alleged incompetence, misconduct or indiscretion. He was placed on his own after a minimum of training with men he considered dangerous, conniving, desperate, and threatening. Higher-ranking officers were unanimous in observing that many guards were fearful of the inmates, and that this factor alone accounted for many terminations from service. The suggestion was advanced by several officers of higher rank that the guards should have special training in self-defense -- not in order to bully the inmates or even use physical force on them, but merely to bolster their own confidence in their presence.

The suggestion was taken seriously by the study team. It is clear that self-confidence is an asset in working with the offender, and that self-confidence in a basic physical sense is not unimportant in gaining his respect. While no correctional administrator ought to hire staff for physical prowess alone, its significance should not be disregarded.

In turning from this kind of program toward other models more clearly directed to resocialization and social reintegration of the offender in the community, the adult correctional program will need all the resources it can muster. The following section of this report outlines recommendations which in the view of the study team could considerably enhance these resources.

I. RECOMMENDATIONS FOR A GENERIC CLASS SERIES AND CAREER LADDER IN ADULT CORRECTIONS

It was the recommendation of the study group that there be established in the State Civil Service a classification series for employees performing the tasks central to the purposes of a correctional program for adult public offenders. These are tasks associated with the goals of resocialization of offenders and their reintegration into the non-criminal society. They include effective means of accomplishing these goals, such as group care and management in protected settings. While responsive to the needs of the Illinois Adult Corrections system, these recommendations, we suggest, are applicable to public corrections programs in other States and jurisdictions of government.

1. A Generic Class Series*

The term "generic class series" as applied here is intended to mean a series of job classifications accommodating all employees performing services of a specified kind or kinds, regardless of their previous training, experience, or professional identification. It contrasts with class series which are organized around particular professions, trades, or occupations, encompassing a variety of services, objectives and work settings. "Psychologist" and "social worker" are examples of professional classes; "mental health worker" and "child development specialist" are examples of classes that might fall within generic class series.

In a correctional program a generic series brings together practitioners of the custody and treatment sides into one common class series. Like the example taken from mental health, this would not be a practical undertaking without a commitment from the agency that both are to partake in a common purpose, in this case the resocialization of the offender group. This is the meaning of the commitment made by the Department toward an interactive role for the custody staff.

Until now, there has existed a duality of purpose in the program, and a schism in the staff between the custody side and the treatment side. One has had the purpose of group management and control; the other the resocialization of the inmate clientele. If the former is now to be considered not more than a means toward realization of the latter, the stage is set for the design of a generic class series for the program. An example of such a series, one recommended for the Adult Division at this time, is presented on the following pages.

The proposed series would allow for entry into a six-month traineeship with no requirement established for formal education or prior training or experience. Applicants for entry into the series who have received the benefits of education or special training, particularly in areas of learning known to be relevant to the program, may enter at other points on the continuum. It is meant to be a continuum, in the sense that progression may be made from the lowest entry point to the highest position in the program without meeting unrealistic or insuperable barriers to advancement.**

---

* See the concluding portion of this Monograph for a fuller description of the generic characteristics of all three career ladders.
** See Appendix II for class specifications submitted to the Department of Personnel for each position in the career ladder.

The Correctional Service Trainee

The Correctional Service Trainee is the position classification providing the first entry-point in the career opportunity system. It is recommended that no particular level of formal education be required as preparation for employment in this class. This is meant to be a six-month traineeship which would be followed by promotion to Correctional Service Specialist I upon satisfactory completion of training.* A six-month probation period in that classification, successfully completed, would result in certification.

Recommended selection criteria are:

(1) A passing score awarded by a selection panel composed of a supervisor in the program, a worker in the program, and a personnel or training officer attached to the institution or facility to which the application is directed or other preferred membership as agreed upon by Department staff;

(2) A minimum requirement of reading comprehension equivalent to a score of 6.0 in the Stanford Achievement Test (though this particular test need not be the one used) at completion of the six-month traineeship.

The selection panel should work with guidelines established by the institution or branch of the Division in which it is functioning, and approved by the Assistant Director of Corrections for the Adult Division. Guidelines may be different in some respects from one facility to another, just as programs will not be exactly the same in all institutions. It is expected that they will be fundamentally similar, however; otherwise it would be difficult to justify use of the same class specifications and salaries for the traineeships at different locations.

An applicant should direct his application to a particular institution, and a selection panel at that institution should bring him through this process. An institution should not be asked to accept a candidate passed by a panel in a different facility or branch of the Division.

Guidelines for selection would focus on personal attributes as revealed to the panel, and as evidenced by other information available to it. The panel should also consider any relevant factors in the applicant's background that would indicate particular desirability of the applicant for the program.

---

* During the time the study team was in the field, Center staff were developing a core curriculum for entry and middle level workers in State human services agencies. The contents of the training sets that are specific to the field of corrections were subsequently integrated into the core curriculum described in Monograph III.

The panel's objective would be to use its best judgment in order to qualify or disqualify an applicant on the basis of his probable value to the program. The applicant would be aware that he is undergoing an examination and that it is presumed to be impartial and fair to all applicants. He should be aware that he is to receive a numerical score based on the panel's assessment of his potential effectiveness in training and in his work in the program, and that the score is determined according to a set of developed criteria laid down in guidelines. He should be made aware that the Department considers this process more effective and more fair than administering a written examination or requiring the attainment of a certain grade-level of education.

In no case should an applicant's general educational attainment level enter into a panel's decision. If this were considered a relevant or necessary factor in selection it would have been written into the class specifications. If an applicant presents himself in an acceptable manner and otherwise gives the panel favorable impressions of his potential capabilities, he should be found acceptable.

Details of the functioning of selection panels, their composition, duration, and procedures, and the guidelines for selection or their boundaries may have to be worked out jointly by the Department of Personnel and program staff.

The Correctional Service Specialist I

Upon satisfactory completion of the six-month training set, there should follow a promotion to the Correctional Service Specialist I classification. Training will proceed through the training continuum, still linked closely to the work experience.

At the end of eighteen months of service in a variety of assignments designed to enrich the employee's grasp of the program and its content, purpose and method, he should become eligible for a board review to determine his readiness, in the view of the board, to accept greater responsibilities in the program. This eligibility ought to be automatically attained at the end of the eighteen-month period. Beginning six months after certification (one year after promotion to Specialist I), however, the employee should be considered eligible for board review if recommended by a supervisor and approved by the administrator of the facility.

The Board Review

Promotions may be brought about through procedures similar to those used in the selection process. A board may be authorized to recommend to the Department that an employee be advanced on a provisional basis as a worker-in-training to a new classification or a new segment of the series.

Board review should be required for advancement to the classifications of Correctional Service Specialist II, Correctional Service Manager I, Correctional Service Manager III, and Correctional Service Administrator I.

The task of the board is simply to determine whether, in the judgment of the board members, an employee has demonstrated a readiness to accept responsibility at levels of work in the Department which require higher proficiencies and investments in training that are greater than what would normally be provided in the training continuum (Training Sets II, III, IV).

The board should be composed of the administrator of the facility or his delegate, the designated personnel officer serving the facility, and a staff member chosen by the employee to be reviewed. That staff member must be working at least at the employee's peer level at the time of the review. The employee should have an opportunity to appear before the board at his own or at the board's request.

The board in this system would not actually promote. It would merely recommend that an employee be given an opportunity to enter training at the next level -- or that he not (at least not at that time) be given that opportunity. Promotion would again follow satisfactory completion of training. If performance is not satisfactory during training, the employee would be returned to his former assignments, until such time as the administrator accepts his written petition for a new board review.

Eligibility for board review should be automatic upon completion of time on the job at a given classification, or upon completion of one year at the request of an employee's supervisor, with approval of the administrator. This procedure should be reserved for employees who have shown extraordinary abilities or promise in performance of their assignments, and whose learning capacities have been considered above average in the training continuum.

The board should only advance to the next class or segment those employees who truly show ability to perform at higher levels. It should not be considered a mark of failure if the board's decision is that an employee at a given time is not yet ready for such advancement to greater responsibility. Employees should be eligible for board review again following one year on the job after a review. The board review attempts to provide for the agency a mechanism for elevating employees to positions of greater responsibility as a response to their demonstrated abilities on the job, without requiring them to pass through educational programs outside the service and to acquire additional credentials of education.

Guidelines followed by the board should include appraisals of the employee's skill development in terms of the six skill areas enumerated above.

Correctional Service Specialist II

At this level, interactive skills applied to situations with the client group should become sharper, and be applied in more daily contacts with the offender population. The Correctional Service Specialist II may be called upon to perform more sensitive or more responsible group management roles in an institution. He may be assigned to a role vis-a-vis the inmate group that involves little or no group management, but is almost entirely interactive in its task range. He may for the first time receive an assignment in the community or in a community center, halfway house or work release facility. Whatever the specific assignment, the employee in this class is a clear cut above the Specialist I in his skill development level, his awareness and use of field-specific knowledge, and his confidence and feeling of identification with the field of corrections and with the Department's program. In the institution, he will likely be assigned to supervise CSS I's in certain settings.

This is the level at which the graduate Associate of Arts in Corrections would be allowed to enter the system. Presumably he will be high on field-specific knowledge, low in the job-specific categories (unless he has worked in the Department), and not functioning as well in terms of developed skills as those Specialist II's who have come up in the organization from the Trainee level. The mission of Training Set .II will be to help fill these gaps and compensate for these deficiencies, and for all new Trainees at the Specialist II level, to put their assets to greatest advantage.

This is also the reasonable level at which the ex-offender employee would be inducted into the system. The Department seems ready to hire ex-offenders in community programs, and indeed reportedly has done so. There may soon be a readiness to employ them in the institutions. They should enter the career system at this level unless they qualify to enter at a higher level. It must be presumed that they know a good deal about the subject, and that Training Set II and the Training Continuum can tailor programs to their needs in order to put that background to advantage.

After one year of functioning at the Correctional Specialist II level, an employee should become eligible for board review leading to a possible advancement to Correctional Service Manager I.

Correctional Service Manager I

The employee in this class should have reached a level of sophistication in the program that would now allow him to carry on rather intensive roles in interaction with the offender, either in an institution or in a community setting. If he has come up through the system, and has successfully passed his second board review, his skill levels are in the upper middle ranges with respect to most or all of the skill categories. If his work experience has been wide-ranging, all skill categories ought to be well developed.

The Manager I entering from outside the system with a bachelor's degree in social work, corrections, criminology, sociology, psychology or other related fields will doubtless be at a disadvantage when compared to the veteran of the Department. Training Set III would again be designed to compensate for a lag in skill development and would have to start at the beginning in many or most cases. On the other hand, the learning process ought to be more rapid and at a higher conceptual level than was possible in previous training sets. Interaction between the outside baccalaureate trainees and the experienced correctional workers ought to speed the learning process for both groups.

Typical tasks after completion of training would be management of program areas in an institution or community facility, full-time individual and group interaction and individual and group change-agent roles, case management with parolees involving more skilled and intensive interaction than that carried on by the Specialist II.

The challenge of Training Set III would be to provide the college graduates entering at this level with such an intensive skill development experience that they might function at completion of training at some level approaching that of the Department veterans.

Correctional Service Manager II

Advancement to Correctional Service Manager II would be accomplished automatically for Managers I unless their performance on the job was unsatisfactory.

Master's degree holders would enter at this level, and would be given a somewhat modified version of Training Set III. The task of skill development would in most cases be just as challenging as in the case of the Managers I. Again, they would bring to the program a considerable investment in field-specific knowledge. Their problem would be in the skills area; academic programs affording the kinds of core correctional experience necessary for development of these skills must be few.

Tasks and program roles would be similar to those carried out at the Manager I class level, but would be at a noticeably higher level of performance expectation.

Correctional Service Manager III

At this level, supervision of other employees would become the rule rather than the exception. Here would be found the supervisor of a number of case managers working in the community with parolees or in the institution with inmates on case or group bases; or the manager of a halfway house or community center; or a highly responsible program leader or special project manager in an institution.

Training Set IV provides intensive training in supervision, group dynamics, management methods, and administration. These kinds of training inputs continue through the training continuum.

Classes above this level are administrative, beginning with the Administrator I class, which may be regarded as comparable with the Assistant Warden or regional parole administrator levels in the present system.

2. Replacement of Existing Classes

The proposed generic class series would replace most of the classes now in general use for employees whose major tasks are carried out in dealing with the offender group. These would include the following:

Guard
Guard Sergeant
Guard Lieutenant
Guard Captain
Senior Guard Captain
Transportation Officer
Correctional Officer
Assistant Warden
Assistant Women's Reformatory Superintendent
Prison Food Supervisor I and II
Prison Industry Foreman
Prison Industry Supervisor
Prison Agriculture Foreman
Prison Maintenance Worker
Prison Supply Supervisor
Prison Grounds Supervisor
Prison Commodities Distribution Officer
Correctional Counselor I and II
Correctional Parole Counselor I, II, III, IV and V
Prison Therapy Worker
Prison Sociologist I, II and III
Community Center or Work Release Supervisor
Diagnostic Team Supervisor
Correctional Parole Superintendent
Correctional Program Executive
Social Worker (in the Department of Corrections)

With the transition to such a generic class series as the one proposed here, it is suggested that the classes to be included be subjected to the test of whether their major task is to function in a role of interaction with the clientele group, or whether it is to carry out an operation regardless of or in spite of the client population. As for

the rest, the study group assigned such classes as Social Worker (in the adult corrections program) and the whole Prison Sociologist series to this generic class series without hesitation.

In any case, re-audits of the positions in the specialized "prison" classes, particularly those involving supervision of inmate workers, with the above criteria applied, should dispel doubts or clarify questions of reallocation. Retention of a special class need not block incumbents in those classes from access to the career system, however. Appropriate linkages can be made in any case of prison-based classes where the flow is from the special classes into the career system. For corrections, this kind of system can do more than widen and lengthen career opportunities. It can bring closer the day when the ideal of all personnel in a treatment institution carrying a role in the treatment program may approach reality.

IV

CHILDREN AND FAMILY SERVICES

A. BACKGROUND OF THE STUDY

The design of a career opportunity system for the Illinois Department of Children and Family Services was undertaken by the Center at the same time in the Spring of 1970 as was the work in Adult Corrections. The arrangements were identical, in that the Department of Personnel had requested the study and was committed to sharing its cost with the Center.

Our first task was to meet with the Director of the Department, Mr. Edward Weaver, to discuss the objectives of the study as they related to his own program priorities and to request his appointment of a task force to work with the study team. Mr. Weaver pointed out that his Department was undergoing rapid expansion, had broadened its field of responsibility, and was increasingly devoted to resolving problems of staff utilization and manpower planning. Its Division of Child Welfare was particularly affected by these recent developments, notably in the areas of day care and child abuse.

Mr. Weaver requested that the team focus its efforts on the Division of Child Welfare exclusively. Thus, for purposes of this study the residential care and other child-serving facilities of the Department were not incorporated into the study. A task force was appointed by him comprised of key staff representing personnel, training and program management.

B. ORGANIZATION AND FUNCTIONS OF THE DIVISION OF CHILD WELFARE

The Illinois Department of Children and Family Services came into being as an organization on January 1, 1964. The Act of the Illinois General Assembly creating the Department states that its purpose is "to provide social services to children and their families, to operate children's

institutions, and to provide certain other rehabilitative and residential services..." The term "children" is defined in the Act as "persons found within the State who are under the age of 18 years at the time of acceptance for service or care."

The Act has this to say about child welfare services:

> The term "child welfare services" means public social services which supplement or substitute for parental care or supervision for the purpose of: (1) preventing or remedying or assisting in the solution of problems which may result in the neglect, abuse or exploitation of children; (2) protecting and caring for homeless, dependent or neglected children; (3) protecting and promoting the welfare of children, including strengthening of their own families and counseling of family members; (4) providing adequate care of children away from their homes, where needed, in foster family homes or day care or other child care facilities; or (5) providing counseling for mentally retarded, physically and socially handicapped children and their parents when not otherwise available.

The Act in another section specifically makes mention of a number of child welfare services: "The Department shall establish rules and regulations concerning its operation of programs established to meet these purposes, including but not limited to adoption, foster care, family counseling, protective services, service to unwed mothers, homemaker service, return of runaway children, and interstate services." It adds: "The Department shall accept for care and training any child committed to it pursuant to the 'Family Court Act' or the 'Juvenile Court Act'."

The Illinois Child Abuse Act, which requires physicians and hospitals to report cases of suspected child abuse to the Department of Children and Family Services became effective on January 1, 1965.

The Department also develops an annual comprehensive day care plan for the State, and is responsible under the law for coordination of all day care activities for children within the State. The Department is empowered to conduct day care programs directly, in addition to carrying the responsibility for licensing and maintaining standards for all day care facilities within the State. One of the priorities specifically stated in law in connection with this activity is "maximum employment of recipients of public assistance in day care centers and day care homes, operated in conjunction with short-term work training programs..."*

Under the Child Care Act, the Department is authorized to license all private and local public child care facilities caring for children who are under 18 at the time of admission. These include children's institutions,

---

* An Act Creating the Department of Children and Family Services, Sec. 5 (2) (c), Illinois Revised Statutes, Chapter 23

child welfare agencies, foster homes, adoptive homes, maternity centers, day care homes and centers, and night care facilities. These licensing activities are carried out through the Division of Child Welfare, as are all of the "child welfare" activities of the Department generally, excluding those the Department conducts through its own institutions, but including those pursuant to the Child Abuse Act, and those concerned with day care activities.

The Division carries out its activities through eight regional administrative offices, each of which serves two or more district offices located within its prescribed boundaries. The eight regional offices are located at Aurora, Champaign, Chicago, East St. Louis, Murphysboro, Peoria, Rockford and Springfield. District offices total twenty-eight at present. Most services to children and families and to the communities are carried out by staffs of the various district offices, though some licensing activities in some regions are conducted out of regional offices.

The size of the staffs of the various regional offices varies according to the size of the clientele and responsibility of each. Some of them have staff development and training officers, each of whom is responsible for training in his region. Each regional office annually develops a staff training plan for the year, and each is granted an allocation of funds for this purpose.

In addition to the regional and district offices carrying out child welfare services, the Division is responsible for operation of the Herrick House Children's Center at Bartlett, the Southern Illinois Children's Service Center at Hurst, the Lawndale and Woodlawn Day Care Centers in Chicago, and a group home in Galesburg. All are administered through the regional offices serving their locations.

The Division has had a strong identification with the social work profession and with the field of public welfare, and thus has developed more than a passing interest in questions of professional manpower shortages, utilization of new kinds of personnel and employment of socially disadvantaged persons.

C. PURPOSES OF THE STUDY

The standards for hiring and for promotion in the Division of Child Welfare have been and are largely based on milestones of general or professional education acquired in a variety of university settings outside the jurisdiction of the Division or its programs. This is consistent with practices normally followed in human service programs for many years. It is assumed that,having successfully passed these markers along the way, the applicant is qualified to perform the tasks required of him, or is best qualified among other kinds of applicants. It was not the purpose of this study to attack these assumptions, to confirm or to refute them. Our purpose was to conduct an inquiry into the tasks performed in the Division, as they fulfill the Division's program objectives. From this point we proceeded

to an assessment of the kinds of staff needed to perform these tasks consistent with optimum manpower utilization, and to link these with appropriate inputs of education, training and experience.

Unlike the work in mental health and corrections, this study was not deeply involved in a comprehensive review of the program objectives and organization of the Department or an assessment of its service delivery system. In this agency the team was not requested to examine these issues but to focus primarily on maximizing the utilization of manpower within the existing organization and established service programs.

D. METHODS OF THE STUDY

The study group first examined Department and Division materials, staffing patterns class specifications and other related personnel materials. Suitable locations for on-site interviews were selected with the assistance of Division staff. Meetings were held with task force members and with the Director of the Department in order to firm plans for the field work. Site selections originally made were at facilities located in the Chicago, Champaign and East St. Louis Regions.

The major significance of these choices lay in the variety of staff organization and utilization among the three district offices in the group, three distinct areas of the State, and the fact that this combination provided perhaps the nearest to a representative group of facilities within the Division that could be put together. A decision was made not to extend the study to either Herrick House nor to the facility at Hurst, on grounds that institutional care of children as a mode of service delivery was less characteristic of the Division of Child Welfare than it was of the Department's other operating Division, and that to form judgments affecting classes in institutional work on the basis of such atypical examples, small in number, would not be productive in terms of the study's goals. On the other hand, it was felt that a look at the staffing of the day care centers would be more relevant in view of the Division's overall responsibility for day care services in Illinois. The Woodlawn facility in Chicago was quite new, so the Lawndale Day Care Center was chosen as a likely opportunity for the staff to examine the question of entry from direct child care into the broader field of children's services.

Extensive interviews were conducted with staff at all levels and in all classifications in the Chicago and Champaign facilities. The same questionnaire utilized in the Department of Corrections was utilized in the same fashion here. In the interviews, which seldom fell short of thirty minutes or exceeded sixty, attempts were made to isolate tasks from the interviewee's job, and to assign to the various components of his job percentages of total work time taken up with each. Other general questions were usually asked. Most of these related to links between the job components and the training and experience the interviewee thought necessary for their accomplishment. The purpose of these questions was not to conduct an opinion

poll, but merely to explore with the employees themselves some questions the study group thought were central to problems of staff utilization in the Division.

The tasks enumerated in the interviews were related to job assignment in the analysis that followed. The Damen Avenue Office in Chicago provided a wealth of information in this regard. Nineteen distinct job assignments are carried out by non-supervisory staff there. Job assignments at Champaign tended to be somewhat broader, but were still specialized along lines very similar to those at Damen Avenue. Our information indicates that assignments are much more general at Salem and that geography is more a determinant than special function or case characteristic in fixing assignments.

The major difference between job assignments made at Damen Avenue and at Champaign is that in the former office units are organized in functional groupings (adoptions, child abuse, emergency protective services) whereas in the latter three of five units are organized geographically (Champaign County, Vermilion County) though the workers within them carry functionally specialized caseloads.

From an enumeration and description of tasks associated with the various job assignments, together with the study group's growing fund of information as to the knowledge and skill required for the performance of each, there began to emerge a picture of a progression of functions performed in the children's service program that could be perceived in a rank order of difficulty or complexity according to levels of skill applied.

Finally, these job assignments, partly restructured, were related to a proposed classification system built to correspond to the hierarchy of functions and skills revealed in the analysis. This system, as it was then constructed, became the basis for other recommendations incorporated into this report.

Day care classes can be related quite directly to the proposed class system developed for children's services. The objectives of the Lawndale Day Care Center are not extraordinary. Nor in our judgment is any detailed analysis of tasks as they are now being performed essential to the shaping of recommendations for day care classes.

E. THE PRESENT CLASSIFICATION SYSTEM

The main focus of attention for the study group was the Social Worker series* with its allied "aide" classes recently developed and its managerial or administrative linked series, the Child Welfare Administrator and Executive classes.

---

* See Appendix III for Illinois Social Work Series

Within this range of classes, Social Worker I (with its traineeship: Social Worker Trainee) and Social Worker II became the objects of the greatest interest for two reasons: (1) these are the "mass" classes, those that account for the greatest numbers of staff members and those who are performing the fundamental tasks in the Division that involve direct services to clients, courts and community; and (2) the Social Worker I class is at present a dead-ended classification in the sense that a Social Worker I may only progress to Social Worker II after having left the service, attended graduate school for two years and returned to the program with a professional degree in social work.

Ordinarily, applicants are accepted into the Social Worker series at one of three levels, depending on educational background and experience:

(1) at the Social Work Trainee level, with a Bachelor's degree and no previous experience, but with an academic record suitable for acceptance into a graduate program in social work;

(2) at the Social Worker I level, with a year's previous experience in a social agency or one year completed in graduate school, again with an academic record suitable for acceptance into a graduate program in social work; or

(3) at the Social Worker II level, with a Master's degree in social work with no previous experience required.

New workers at the Social Work Trainee and Social Worker I classifications may then be provided with agency stipends to attend graduate school. When they return after two years of graduate training, they are required to remain in the employ of the agency for at least two years in order to repay the agency for their graduate education. Although a number of social workers were interviewed who said they had no intention of participating in the agency's stipend program, there are obviously many who come to the agency at least partly for this reason. For fiscal 1971 there are to be 134 persons completing either their first or second years of graduate training at agency expense. The funding for this Employment-Education program comes from the Federal government, and for this year amounts to $505,400.00.

There is also clear evidence that not many graduates remain long after serving their commitment to the agency. Previous experience in the agency (or in comparable employment) is counted in when experience is added to the graduate degree. Thus some graduates emerge from school with the prospect of being classified at Social Worker III or IV, or possibly higher. Most, however, become Social Workers II or III. At the Damen Avenue office, there is a striking shortage of IV's, with III's filling in for many of the supervisory positions. Better evidence is to be found, however, in the low number of workers or supervisors who could be found who had been with the agency very long after receiving the Master's degree.

Those who chose not to attend graduate school are presently fixed in the Social Worker I class, though the Department has suggested to the Department of Personnel that this be changed.

From the point at which the graduate degree is attained, the career ladder is clearly evident. There is no position in the agency involving line functions for which additional formal education is required. The Child Welfare Administrator series, recently formulated, allows for Master's degrees in fields other than social work, though it would in most cases be an unusual circumstance that would bring an employee into candidacy for one of these positions whose degree was not in the social work field.

The Social Service Aide series has just come into being and no employee so classified was encountered in the study. The Division's plans for this class series are not evident from a reading of the specifications. At this time, the Social Service Aide II classification leads nowhere, unless the employee in this class acquires a baccalaureate degree. There is a separate Day Care Licensing Representative series employed throughout the State program.

F. GENERAL OBSERVATIONS ON STAFF UTILIZATION

The study team made a point of inquiring into the utilization of Social Workers I, II and III functioning as non-supervisory case workers or in allied non-supervisory agency roles. The class specifications for Social Worker I and for Social Worker II are phrased differently one from the other. While the illustrative examples of work seem to be similar, the language used in describing the work of the II's carries connotations of more professional and scientific orientation. Both, of course, are used in other agencies, and the examples given reflect this. The specification for Social Worker III emphasizes high-level professional competence, and uses such phrasing as "highly responsible casework diagnosis," "intensive treatment," and "studies...of an extremely difficult nature and (which) require extensive training..." Listed as one distinguishing feature of work belonging to this class: "supervises lower level staff as assigned to area of specialized caseload."

It was clear from the team's discussions with Division management that it was intended that Social Workers II receive cases more difficult or complex than those ordinarily assigned to Social Workers I. It appeared, however, that this was not the case in units that contained workers of both classifications. At the same time, it was apparent that some units both in the Damen Office and in Champaign were staffed entirely with either Social Workers I or with Social Workers II and that these assignments were based on an appraisal of the relative difficulty of work carried out by the respective units. In those units that had both classes, all Social Workers I and II interviewed said they believed that workers in both classifications were performing the same functions for the agency. All supervisors except one said they believed the two classes of workers were functioning in the same way and were performing generally at the same levels of competence.

Supervisors appear to be relying on experience and proven capability rather than on graduate school background or civil service classification in assigning cases in instances where the choice is not dictated by expediency or by geography.

Social Workers III functioning in non-supervisory roles seem to be working more independently, though it was not clear that they were performing services at as distinctively high a level as the class specifications suggest. If it is true that trained and untrained social workers are functioning similarly, it is only partly explained by the pressures of work. These pressures were not evidenced uniformly in the units visited yet the testimony that they function in like manner was all but universal. This premise was even acknowledged as fact in one of the regional staff development plans for this fiscal year. It was proposed that particular training sessions be given to Social Workers I and II together, on grounds that they are functioning in the same way and that their quality of performance is not noticeably different.

Nine of 24 units at Damen Avenue and three of five at Champaign had both Social Workers I and II. Three units at Damen Avenue contained workers at the I, II and III levels. There was a total of 90 non-supervisory social workers employed at the Damen Office, excluding Social Work Trainees. Sixty-two, or 68.9 per cent were classified as Social Worker I, while the remaining 28 were II's and III's. Thus the ratio of non-graduates to graduates of professional social work training was 2.2:1. Of the 28, seven were III's.

Seven Social Workers III were acting as unit supervisors, though the staffing pattern at the Damen Office calls for unit supervision at the IV level. Fourteen Social Workers IV were serving as unit supervisors, and one Social Worker V was acting in that capacity temporarily.

It was not surprising to managing staff of the Division to learn that the study team found social workers performing many tasks that could be quite easily carried out by persons of lesser education and training. Among these were most conspicuously the simple transporting and escorting of children and adults to various places as needed, and the many "arranging" tasks, i.e., making appointments and handling collateral contacts that were not demanding in a professional sense. The percentages of total work time involved in the former activity ranged up to fifteen, and in the latter activity, up to forty, depending very much on the functional assignment of the worker.

Social work in the Division was generally felt to be stimulating to the workers, and there was little mention of dullness or boredom. There was, however, a positive reaction generally to the idea that work assignments might be rotated, or that workers might receive more opportunity to function in a variety of ways. These sentiments were voiced principally at Damen Avenue, where some workers felt they were functioning in too narrow a spectrum of work experience.

Generally, the workers who had received graduate professional training in social work had difficulty in relating their training to their present work experience in a direct way. Some expressed regret that they were unprepared to deal with "involuntary clients," as encountered in cases of child abuse and neglect. Some mentioned cultural differences among client groups as points that might have been stressed more in the curriculum. Those who singled out particular kinds of courses in the graduate program as being most relevant to their work tended to point to psychology courses. Some felt they could have had more and better training in interviewing technique as a preparation for this kind of work.

If there was any one point to be learned from the responses to this set of questions regarding graduate education, it is probably this. There is a serious gap between the curricula of graduate schools of social work and the particular work experiences of the social work staff in the Division. Though this would seem to be natural, owing to the fact that the graduate programs are not specifically designed for children's services, the feeling one derives from interviews at all staff levels in the Division is that it falls short of being relevant training in some serious ways. Perhaps its greatest shortcoming, as revealed in the interviews, is in the area of skill development. Workers did not complain of poor preparation in terms of acquisition of knowledge as much as they expressed feelings of weakness in skills and techniques upon emerging from graduate training.

Those workers who had been employed by the agency prior to attending graduate school were not positive in their expressions of the value of graduate training in terms of job skills. They did seem to feel that the graduate school experience and the accompanying credentialization had given them a sense of professional identity that they had not had before and that the result was probably a gain in self-confidence and perhaps in job performance. All felt strongly that they had gained much from the graduate school experience. Relating it to the particular functions they carried out in the Department was more of a problem, however.

Clerical workers assigned to units absorb a great deal of knowledge about the work that goes on in their units and in the agency. This knowledge is most evident in job-specific areas, but there is also considerable spillover of field knowledge and awareness of the objectives of case services and of the various skills and techniques employed. There is little or no opportunity for skill development to be acquired along with the knowledge, however. Some clerical people expressed interest in opportunities to assume casework roles and responsibilities. Others did not, and stated preferences to remain in clerical and supportive positions.

G. WORK ASSIGNMENTS IN SOCIAL WORK SERVICES

At the Damen Avenue District Office in Chicago, the social work services to children and families are performed through function-centered units, clustered into sections. At the time of the team's visits, the following units were in operation, grouped into sections according to the following scheme:

FAMILY SERVICES SECTION	ADOPTIONS SECTION	INTAKE SECTION
Unit A	Unmarried Parents Unit	Intake Screening Unit
Unit B	Local Adoptions Unit	General Services Unit A
	Interstate and Inter-country Adoptions Unit	General Services Unit B
		Emergency Protective Service Unit
		Child Abuse Unit
		Service-to-Other-Agencies Unit
PLACEMENT SECTION	PURCHASE OF SERVICES SECTION	RESOURCES SECTION
Foster Home Placement Unit A	Foster Home Care Unit	Foster Home Finding Unit
Foster Home Placement Unit B	Institution Unit A	Resource Coordination
Foster Home Placement Unit C	Institution Unit B	Homemaker Services
Specialized Foster Homes Unit	Institution Training Unit	Juvenile Court Liaison
	LICENSING SECTION	
	Day Care Licensing (City) Unit	
	Day Care Licensing (Suburban) Unit	
	Institution Licensing Unit	
	Independent Foster Home Licensing Unit	

In Champaign, one unit functions solely in the area of adoptions, and one worker within that unit has a responsibility for working with unmarried parents. Another unit in Champaign is concerned only with licensing of day care homes. Day care centers are licensed by a unit attached to the Champaign Regional Office. The remaining three units in the Champaign District are geographically defined: (1) a Champaign County Unit; (2) a Vermilion County Unit; and (3) a Tri-County Unit (Ford, Piatt and Douglas Counties).

Within the county units, workers specialize in the areas of general counseling (which corresponds to family service in Chicago), protective services, foster home supervision (or placement), and home finding. There are three other assignments for workers who report directly to the District Office Administrator: an intake worker, an institutional liaison worker, and a community services worker.

Tasks Performed by Non-Supervisory Social Workers

Social workers in the Division of Child Welfare engage in the following kinds of activities in various combinations at various levels of skill and competence, totalling 100 per cent of their work time:

(1) Information-gathering: making inquiries and eliciting information from a variety of sources for a variety of work-related purposes;

(2) Information-providing (oral): imparting information to parents, foster parents, other agencies, authorized officials and personnel, courts (including direct testimony) and others as appropriate;

(3) Arranging: exchanging information, negotiating agreements as to time, place, actions to be taken;

(4) Transporting: escorting children and adults, particularly from clientele group, especially in instances where no significant worker-client interaction takes place;

(5) Writing: preparing case information, reports, summaries, correspondence, transactional forms;

(6) Helping: providing support and information, interacting, referring, advising, exploring feelings, attitudes, insights and behavior directed toward change (based on information, interpretation, evaluation of human situations);

(7) Developmental: organizational, intra-staff interactive, self-development, and related tasks associated with the maintenance and improvement of the functioning of the organization, including staff meetings, supervisory conferences, intra-staff interactions, staff development and training.

In the discussion that follows, job assignments at the Damen Avenue District Office are described, and their distinguishing features noted, in terms of the various tasks carried out in fulfillment of each. In every case there are developmental activities such as staff conferences and training which are not included in the summary.

Family Service Units

The family service worker performs casework services that rate close to the upper end of a scale of difficulty or complexity in helping tasks carried out in this program. Average time spent by workers interviewed in direct contact with clients was high -- 54 per cent of total work time. Work in family service is with natural parents and their children; purposes are to strengthen and maintain family life, prevent family breakdown, and protect children from neglect and abuse. Cases are referred to the agency from the courts or come directly from the community through the intake screening unit.

The children in these cases are with their natural parents because a judgment has been made prior to their assignment to family service units that they may be "treatable," that is, that the children need not be removed to foster care if interventive casework services can be applied to ameliorate the family situation or help in resolution of family problems. Many of these cases, however, involve parents who are involuntary clients and who may be highly resistant or hostile to the worker. Some additional cases may be received from foster care (placement) workers who feel the natural parents in a case may be able to benefit from extra services that may enable a return of a child to the home. Many cases handled by family service units are described as multi-problem cases.

Workers in these units are in most cases performing social work services with adults, rather than with children, as the adults are usually the main sources of the problems. Exceptions are those cases involving behavior problems of children, especially adolescents.

A high percentage of staff time is spent in direct services. Transporting is minimal, and there is not as much arranging as there is likely to be in other units. Much of the direct work with clients could be placed under a general heading of "marriage counseling." Collateral contacts, as reported by workers interviewed, averaged 17.6 per cent of total work time. Writing took up 18 per cent, staff meetings and conferences 7 per cent as averaged.

Unmarried Parents Unit

The purpose of this unit is to provide or arrange for maternity care and hospital delivery care for unwed mothers, and to assist unwed parents in planning for care of the expected child. Cases are referred to the agency by other social service agencies or services are sought directly by unwed parents. Workers are responsible for obtaining adoption release papers if the child is to be placed for adoption, or for obtaining foster home placement if the mother wishes to keep the child but is temporarily unable to care for him.

Workers outline to unwed parents alternative plans for child care or adoption, and attempt to provide support to the unwed mother in terms of assessing self-worth and managing feelings of guilt and problems of separation. They may also work with the family to help them deal with or accept the problem, and help the unwed mother find a job or an apartment after the birth of the child.

Though it would seem that many arranging tasks would be included in this assignment, most are readily accomplished. Collateral contact accounted on an average for only 20 per cent of total work time for those interviewed. Direct contact with clients and their families amounted to 56.6 per cent; writing of correspondence and reports came to 16 per cent.

Local Adoptions Unit

The purpose of this unit is to accept and evaluate applications for adoption of minority,ethnic or other hard-to-place children. Inquiries concerning adoption of other children are ordinarily referred to other adoption agencies in the community. When an application is evaluated favorably, the home is considered eligible at such time as prospective adoptive homes may be sought for children in placement.

Among tasks performed by workers in this unit are observing in prospective adoptive homes the housekeeping standards, parent-child relations, interactions between husband and wife; acquiring background information, investigating references, and verifying employment (information-gathering). Workers also provide some supportive assistance in family adjustment after placement of the child but before finalization of adoption.

Arranging and transporting tasks are both very low in this assignment. Collateral contact was rated at 12.5 per cent of total work time; direct contact with clients at 52.5 per cent. Averages were high on developmental functions (20 per cent) and in writing (15 per cent).

Interstate and Intercountry Adoptions Unit

The purpose of this unit is to receive and evaluate applications from persons wishing to adopt children from other countries, and to collaborate with agencies from other states or counties in providing adoption placements. Workers in the unit conduct home evaluation studies and supervision visits for other states or private adoption agencies when the child who is to be adopted resides outside of Cook County, Illinois. Applicants are referred to the agency by other social service agencies, the Office of Immigration and Naturalization, advertisements, and Adoption Information Service.

Workers must know agency policies and procedures well, and must be capable of working well with a variety of public and private agencies. This assignment is very high in information-gathering and in writing, though direct contact with clients (prospective adoptive parents) is averaged at 65 per cent of total work time, with collateral contact averaged at a modest 15 per cent.

Intake Screening Unit

Workers in the intake screening unit receive initial referrals and requests for services normally provided by the other intake units, except for the child abuse unit. Typical tasks carried out are the following: refers requests to other agencies as appropriate, explains policies and procedures of agency, receives complaints and refers them to proper agency personnel, takes information by telephone from persons requesting services, conducts initial walk-in interviews and refers information to appropriate

unit, replies to letters requesting information about services, policies or procedures of the agency, replies to letters from other agencies or authorized persons regarding specific cases, maintains records of calls, and directs or refers correspondence to other appropriate agencies. The intake screening unit thus rates high on information-gathering, information-providing, and writing.

General Services Intake Units

General service units attached to the Intake Section receive for investigation cases where placement services are sought by natural parents or where cases of possible placement are referred from other agencies. Parents seeking placement may be unable to cope with a child's behavior, or may be widowed or deserted and in need of foster care services. Workers in this unit also place physically or mentally handicapped children and babies born to mothers residing in state hospitals.

Interviewing and information-gathering tasks take much of the total work time, and arranging and transporting are higher here than in most units. Providing information is a frequent task. Helping tasks are more demanding and difficult here than in most other kinds of assignments. Attempts are made to keep families united whenever this is practical, and helping services extend to assisting in foster care adjustments. Arranging and transporting tasks are many because of the many actions that must frequently be taken to satisfy medical, dental, psychological, diagnostic and other needs of these new cases.

Emergency Protective Service Unit

This unit is part of the Intake Section, and accepts for investigation all cases where allegedly abused, neglected or deserted children have been referred by neighbors, schools, relatives or police. Workers perform emergency placement services in this unit on a 24-hour basis, and night duty is accepted on a rotation schedule. Police bring children to the emergency service only after the courts have closed at five P.M., and court workers are no longer available.

Tasks performed in this unit include the following: contacts emergency placement homes for immediate placement; contacts natural parents to advise them of their rights and of the agency's role; prepares custody or guardianship petitions and court summary reports; interviews parents to understand crisis situation or family problem; advises foster parents of special problems; arranges for medical care for children; observes home environment and family relationships.

As in many of the assignments carried out by this agency, workers in this unit frequently encounter the involuntary and often hostile and reluctantly cooperative or uncooperative client. Arranging and transporting tasks are high as compared with many other assignments. Writing also rates high, as does information-gathering.

Child Abuse Unit

This is an intake unit that receives cases referred from physicians and hospitals where medical treatment has been provided to children suspected of having been abused. Malnutrition as well as physical mistreatment is included in the definition of child abuse. Workers must investigate these emergency cases to determine whether return to the home or placement elsewhere shall be recommended.

Workers function under much emotional pressure in the knowledge that a mistake in judgment on their part may mean crippling or death to a child subsequent to their decision. They must also manage in many cases very hostile parents and must be able to withstand verbal abuse. It becomes vital to correctly assess information and to make accurate appraisals of situations quickly.

There are numerous arranging and transporting tasks associated with work in this unit. Helping services are of the highest order and complexity. Information-gathering tasks require the highest levels of competence. Writing takes up considerable time.

Workers carry out placements of children in foster care and follow through and advise foster parents during adjustment period. Though cases must be handled on emergency bases and decisions made often very soon, cases may be kept active by one worker for considerable spans of time.

Services to Other Agencies Unit

This unit of the Intake Section functions as a liaison to other agencies in other counties and states which request collaborative services. These requests usually require a home visit to determine suitability of a home for placement or a supervision visit to a foster home. The children in these cases may be wards of other states or wards of the State of Illinois in process of being transferred to Cook County through foster home placement; or they may be children in process of being reunited with natural parents who now reside in Cook County.

Tasks include interviewing for information-gathering in matters concerning home environments, family relationships, and financial status. There are a limited number of arranging tasks, and few collateral contacts. Writing takes up a large bloc of time (average: 40 per cent), and direct contact with clients averages 43 per cent.

Foster Home Placement Units

Cases are received by workers in these units, after placement has been made, for foster home supervision. Cases are referred to these units from all Intake Section units, from the Foster Home Care Unit in the Purchase of Services Section, from the Unmarried Parents Unit, and occasionally from the Family Service Units.

Tasks include numerous arranging and transporting activities, frequent collateral contacts, helping tasks directed toward the children, the foster parents and the natural parents. Typical tasks: visiting foster homes to discuss behavioral problems with foster parents; arranging for and transporting children to medical care, dental and optical services; visiting schools to discuss problems of children attending; interacting with foster parents in supportive role and with natural parents to assist in building changes that might strengthen the home or allow the return of a child.

Foster Home Care Unit (Purchase of Services Section)

This unit functions as an intake unit for all custody and guardianship cases referred through the Juvenile Court. Foster care services, including casework and placement supervision, are purchased through this unit from other social service agencies in the community. This unit was created in response to the critical shortage of foster homes available through this Department and the need for the purchase of placement services outside the spectrum of the Department's resources.

Workers in this unit are called upon to contact other agencies to negotiate purchase of foster care and social services, occasionally license a home for foster care placement, provide foster care supervision services for limited periods of time, conduct home study visits to determine placement needs, and generally perform a wide variety of services.

There are some transporting and arranging duties and considerable writing of correspondence and transactional forms. Direct client contact has a very low average in this unit: about 15 per cent. Collateral contacts account for the bulk of the remaining time.

Institutional Placement Units

These units within the Purchase of Services Section receive cases from the Juvenile Court and from other units within the agency involving predelinquent or other children where a determination of institutional placement has been made. Workers make contact with institutions that appear to be suitable for meeting the needs of particular children.

Writing and helping tasks are at rather a high level of performance in these units and arranging tasks are mostly limited to primary contacts with institutions. Workers routinely interpret psychological tests. Workers must understand programming of institutions as well as needs of invididual children considered for placement.

Foster Home Finding Unit

Workers in this unit are responsible for evaluation of the suitability for foster placement and care of homes of persons applying for licensing. Applicants are first advised of the policies and procedures of the agency with regard to licensing of foster homes, in literature mailed to them in response to their inquiries. A group meeting is also held by the unit

for applicants prior to home evaluation studies.

Workers observe the home environment, housekeeping standards, family relationships and other factors relevant to suitability. Writing tasks are rated high in this unit; arranging and transporting tasks are virtually nonexistent. Information-gathering and information-providing constitute the bulk of work time.

Resource Coordinator

The resource coordinator is not properly speaking a unit, but is a single person functioning under supervision of a section supervisor. This worker is responsible for referring available foster homes to staff members seeking home placement for their client children.

The resource coordinator maintains an up-to-date listing of available foster homes, and matches this list with children available for placement, attempting to meet the criteria specified by the foster parents and by the needs of the child as interpreted by the worker seeking placement. The coordinator also maintains a list of children currently in placement who are available for adoption.

Homemaker Service Coordinator

Another individual worker functioning under a section supervisor, the homemaker service coordinator is required to make all arrangements for the purchase of homemaker services for families as requested by intake or placement workers. There are specific guidelines that must be followed in authorizing these services, and all such policies and procedures must be well known to the coordinator.

The worker is required to investigate alternatives to purchase of homemaker services with Department funds, and also negotiates provision of homemaker services with other agencies and organizations that provide homemaker services. Although this worker has authority to refuse purchase of the service contrary to recommendations of casework staff, this is not ordinarily done providing the request is made in keeping with agency policy and procedure.

The homemaker service coordinator also receives complaints with regard to homemaker services as delivered, and must inform the provider of the service and attempt to work out a satisfactory solution. Tasks are mostly limited to information-gathering and arranging.

Juvenile Court Liaison Unit

The workers in the Juvenile Court Liaison Unit spend most of their time at Juvenile Court representing the State of Illinois in adoptions, custody and guardianship cases before the court. They receive their cases from the Intake Section or the Adoptions Section or from the probation officers at the court. In a few instances cases are referred from other units in the agency.

These workers advise parents of their rights and explain custody and guardianship laws; they discuss cases with officers of the court and recommend actions as representatives of the Department. They also report to Department personnel on dispositions of cases in court. There are no arranging or transporting tasks associated with this assignment, and helping tasks are minimal, as compared with other assignments.

Independent Foster Home Licensing Unit

This unit has responsibility for licensing of all day care homes, baby-sitting facilities and boarding homes that require licensing by law and are not used by the agency as foster homes.

Cases are referred directly by persons seeking licensing. Tasks are mainly those of home evaluation, including information-gathering and information-providing to the potential licensees. Workers visit the homes and observe the physical and social environments, evaluating the home's potential for care of children.

Day Care Licensing (City and Suburban) Units

The purpose of these two units is to investigate and evaluate for licensing all day care centers, public and private, in Cook County. Requests for licenses are directed to the units through boards of directors or administrators of proposed centers. Relicensing is required at two-year intervals.

Workers review budget proposals, equipment needs, space resources, meal plans, kitchen facilities, staff qualifications and program services; advise administrators with respect to improvements; serve as consultants to teaching and child development staff. Workers in these assignments are classified as Day Care Licensing Representatives II and III. There is also a classification of Day Care Licensing Trainee and one called Day Care Licensing Representative I, but personnel in neither of these classes are employed at the Damen Avenue Office.

Institutional and Agency Licensing Unit

This unit is responsible for licensing all agencies and institutions in the area that provide for the care and treatment of children. Tasks include: interviewing board members and directors of institutions and agencies to obtain information regarding financial status of the organization; evaluating and advising on such matters as health care, meal planning, kitchen facilities, sleeping arrangements, and building conditions.

As in the Day Care Licensing Units, workers must serve as consultants in program service areas, and must therefore be acquainted with a variety of aspects of programming for children who have many different kinds of needs. They must also understand the various aspects of institution organization, administration and operation.

H. KNOWLEDGE AND SKILLS REQUIRED

The above nineteen job assignments of non-supervisory workers at the Damen Avenue District Office in Chicago appear to take in the full spectrum of tasks performed at direct service levels in the Division of Child Welfare, exclusive of those services carried out in residential institutions or in day care centers. Work may be arranged in different patterns, sequences, or assigned in different combinations at other district offices. There may be an occasional assignment that takes in some additional ground, for example, the community services worker at Champaign. But generally, these represent the array of tasks required of workers in the field programs of the Division.

While the tasks performed are repeated over and over again as the nineteen job areas are reviewed, it is clear that some job assignments require tasks to be carried out at levels of skill and complexity above or below levels required in other assignments, even though the tasks as an observer sees them may be called by the same names. For example, information-gathering in the intake screening unit is likely to be for the most part a simpler task than information-gathering in the child abuse unit, though this is of course not uniformly the case for every instance encountered. Helping tasks certainly vary greatly in their depth and complexity from one of the above assignments to another, though in many cases they might be at similar levels.

It was clear to the study team in reviewing the array of job assignments and tasks that it would be possible to rank the assignments according to skill levels needed, and that for seventeen of the nineteen units, both knowledge and skills could be arranged in a continuum that would lend itself to both career development and curriculum design for training. The remaining two assignments, day care center licensing and institution and agency licensing, required inputs of both job-specific and field-specific knowledge that was not held in common with the other assignments.

Job-specific knowledge is that which must be acquired in order to function in a particular role in a particular organization. Field-specific knowledge, as the term is used here, means knowledge of the concepts and phenomena encountered in a particular line of work, which may be performed in one or more kinds of organization. A skill is a developed or practiced way of doing things or of carrying out work. It often presupposes prior development of knowledge, but not necessarily so.

Knowledge of policies and procedures employed in the Division of Child Welfare or in the Juvenile Court of Cook County are examples of job-specific knowledge that a worker would certainly need to function at the Damen Avenue Office. Knowledge of current concepts of child development would be field-specific. One could speak of a "knowledge" of interviewing, but only in an academic sense. Interviewing is a skill, and one whose development might be enhanced by acquisition of some prior knowledge of human responses and the dynamics of personal interaction.

It was observed that to function successfully in these assignments, most or all of the job-specific items listed below would have to be absorbed by a worker in a very short time -- let us say during his first year with the agency. This is basic knowledge of the work environment, and the training needed to help the worker learn is properly called "orientation."

Orientation for work in the seventeen field service assignments, then, should cover:

(1) Laws -- state, federal, local, and inter-jurisdictional agreements governing placement, custody and treatment of children which are currently in force in this locality and which are observed by this agency.

(2) Resources available in this community and available to this agency that are relevant to the operation and to the objectives of this agency.

(3) Policies, procedures and practices of the county, or juvenile court.

(4) Policies, procedures and practices of this agency, including use of the various forms.

(5) General purposes, program objectives, services, and modes of operation of other agencies, public and private, with which the agency has frequent contact or to which frequent referrals are made.

Field-specific knowledge may be acquired over longer periods of time, and its acquisition will hopefully attend the personal growth and development of the individual on the job, and ought to closely accompany the development of his working skills.

Knowledge related to performance of work in the seventeen assignments falls generally into the following categories:

(1) Common human needs and human responses -- behavioral psychology;

(2) Child development -- developmental and behavioral problems of children, causes, symptoms and treatment; effects of parent-child separation and problems of foster care;

(3) Abnormal psychology;

(4) Contemporary social problems and issues; and

(5) Cultural differences -- cultures of minority groups.

The skills needed to perform work in the seventeen assignments, as viewed by the study team, are the following: (1) interviewing skills: techniques of eliciting information; (2) interpretative-evaluative skills: skills in diagnosing problem situations or in evaluating usefulness or suitability

of resources; (3) client-directed helping skills: supportive and change-directed techniques in direct service; (4) work-management skills: skill in managing time and other resources, establishing priorities, organizing work, maintaining schedules; (5) interpersonal relations skills: skills of self-management and self-presentation in relations with others -- collateral contacts, client contacts, staff relations; (6) communications skills: skills in self-expression, oral and written -- skillful use of language.

Though these may appear to overlap in some cases, sharp distinctions can be made for purposes of examing skill development needs in the Division.

I. SKILL DEVELOPMENT RATING SCALES

Having identified these skills, the team proceeded to assess these seventeen job assignments in terms of the levels of skill development necessary to their satisfactory performance.* The meaning of each of the rating scales is discussed below.

Interviewing Skills

Interviewing tasks rated as "1" on the scale are those which involve asking direct questions in order to obtain specific factual data for completion of forms, or to clarify a request for services. A rating of "5", the highest measure of interviewing skills, includes those interviewing assignments featuring intensive probing for feelings or for an understanding of reasons underlying problem or conflict situations; techniques may be used to elicit responses that are difficult for a client to express. (In this agency, this point on the rating scale would also presuppose a high level of skill development in dealing with the involuntary or hostile client.) Assignments requiring the higher levels of interviewing skill would presumably also require greater familiarity with personality dynamics in order to elicit useful information.

Ratings between "1" and "5" represent points on a continuum between those two ratings. Plotting of these ratings across the range of job assignments indicates that interviewing skills do show themselves to be in such an order of increasing complexity, and that there does exist a continuum of skill development and learning with respect to interviewing.

Interpretative-Evaluative Skills

Measurement of interpretative-evaluative skills shows a general progression of increasing skill levels across the job assignments as listed, and this trend is similar to that found for interviewing skills. There is evidence, however, in the plotting of this progression which indicates that these skills must be fairly well developed in some of the generally less difficult job assignments, and this suggests that interpretative-evaluative skills are critical to the agency.

---

* See Appendix IV-B for Ratings of Units according to skills required.

What is not reflected in this measurement scale is the quantity, rather than the quality of diagnostic situations in the various job assignments. For example, the Foster Home Finding Unit is rated high in the scale as is Foster Home Placement, because of the importance of the evaluations made (that is, quality). However, Foster Home Finding workers are generally required to make only one evaluation in a case, leading to a decision as to whether a home should be licensed -- while placement workers must make numerous decisions based on interpretation and evaluation: is the child receiving adequate care, are the foster parents able to cope with a behavior problem, are the natural parents ready to accept the child again, and many others.

Client-Directed Helping Skills

A rating of "1" here means workers are required to be encouraging when confronted with requests for service, and that they are able to give comfort and lend strength to persons in difficult situations. At this level the worker functions as a source of strength until workers with more highly developed skills can be assigned to help.

A rating of "5", on the other hand, means that the worker may be helping a client to facilitate or formulate changes in opinions, attitudes, perspectives or behavior patterns in order to remedy or stabilize a crisis or dysfunctional situation.

Work-Management Skills

Assignments with a rating of "1" in work management are those where activity is scheduled and allows for little reorganization by the worker. A high level means activity is less predictable and that scheduling of work is crucial to accomplishment of the work load. The higher the level, the greater the judgment that must be exercised by the worker in setting work priorities and assessing the importance of an activity in relation to another. The need for organizing the work load in order to keep up with constant job pressures is also inherent in this index, and it can be seen in Appendix IV - B-4 that there is much variation in job assignments with respect to these criteria.

Interpersonal Relations Skills

A rating of "1" in interpersonal relations skills indicates that workers are required to respond to telephone requests and other direct contacts in a helpful and friendly manner. A rating of "5" means that workers are required to maintain emotional control while interacting with hostile and perhaps verbally abusive persons, and that they are able to elicit the cooperation of and establish collaborative relations with administrative and professional persons at the highest levels in the community and in organizations with which the agency has contact.

Communications Skills

The communications skills scale is one of ever-rising verbal skills in terms of use of language to express concepts, feeling and shades of meaning. At the "1" level, a worker is receiving and imparting information at the level of stating simple known facts, explaining established policy, giving simple directions, writing factual information on forms, and making straightforward notations of events without an appreciable degree of interpretation.

At the "5" level, the worker is writing complex summaries and case reports, evaluating situations of human conflict, personality function and stress, social interaction and behavioral disorder; he is writing summaries for the court which express his considered judgment, based on interpretation of the subtleties of a family or individual situation. He may be discussing an ongoing case situation with medical, psychological, or other professional or administrative personnel.

Average Skill Levels

It has been observed that job assignments at the Damen Avenue District Office do not present the only possible way of organizing the work. The high degree of functional specialization at this office does, however, offer a convenient view of the actual array of tasks necessary to carrying out the program's mission.

These tasks, as they are seen in the actual program operation, require various skills to be performed at various levels of difficulty or complexity. The skills involved in seventeen of the nineteen job assignments have been outlined above. It is well to emphasize that these assessments of skills and skill levels are based on observation, through interviewing of employees, of work as it is now being performed, not necessarily as it is intended to be performed, nor necessarily as it ought to be performed. This is not to say that the three do not coincide -- well they might. But they also may not coincide. Under pressures of heavy caseloads or understaffing, there may be some aspects of some of these jobs that do not get done. There may be some high level diagnosis or treatment intended at some levels of worker assignment that are not at all evident from the study team's examination.

Whether this be the case or not, the job assignments are presented here as they were presented to the team. Nothing has been added or subtracted, or at least not at the intent of the study group.

An average of the ratings given the seventeen assignments in terms of level of development of the six skills utilized, then, results in the rankings given in Appendix IV - B-7.

In these terms, Child Abuse is the most difficult or advanced assignment, requiring highest skill levels of any of the seventeen. It is closely followed by Family Services, then by Emergency Protective Services, General Services (Intake) and Foster Home Placement. Intake Screening, Homemaker Services and Resource Coordination are found to be the least demanding, in the same terms.

This ranking of assignments by average skill level requires further elaboration.

Intake Screening

This assignment rated consistently low in the skill levels scales. It is seen as an assignment that requires a thorough grasp of the job-specific knowledge as outlined above as essential for work in this program. On the other hand, it requires a minimum of field-specific knowledge, some skill in interviewing at simpler levels of information-gathering, a mid-scale level of skill in work management, and low levels in the other skills given. There is little writing involved, except for correspondence in reply to inquiries. Interpretative and evaluative skills are a cut above the beginning level, an indicator of the level of judgment required to screen intake inquiries at an acceptable level of performance. It has some of the characteristics of an intermediate-level clerical position, in that it does require a moderate achievement in work management as well as thorough familiarity with the job specifics, a combination one might attribute to a good secretary.

Homemaker Services

Much like Intake Screening, this assignment rated high (4) in work management skill, but rather low in all other categories. Interpretative-evaluative skill was again at level 2, but few demands are placed upon the worker in any other category. Communications skill was scored at level 2. It was suggested by the study team that social work skills are not actually necessary for performance of this assignment, and that a person with some business or finance experience might do as well. This assignment, again, requires thorough grounding in job-specific knowledge, and minimal training in field-specific concepts.

Services to Other Agencies

A mid-scale rating in almost all categories holds this assignment in the middle rankings despite a poor showing in helping skills.

Foster Home Purchase of Care

Mid-scale ratings in almost all categories, including client-directed helping skills.

Juvenile Court Liaison

A high rating in interpersonal relations skill, with good ratings in most other categories.

Interstate and Intercountry Adoptions

Rates high in work management and in communications skills. Otherwise rates are consistent with those given to local adoptions.

Institutional Placement

This is the first of the high-ranking job assignments in terms of average skill development considered essential for satisfactory performance. It is rated high (4) in interviewing, interpretative-evaluative, helping skills, interpersonal relations, and communications. It is given a "3" in work management skill.

Foster Home Placement

A rating of "4" in all skill categories.

General Service Intake

This assignment was given a rating of "5" in client-directed helping skills in recognition of the requirements of working with natural parents. Otherwise, ratings were uniformly "4".

Emergency Protective Services

This assignment was rated at "5" in interviewing skill. Otherwise, ratings are at "4".

Family Service Units

These assignments rated "5" in all categories except work management.

Child Abuse

Considered the most skill-demanding of all the assignments, work in the child abuse unit was rated at the highest level in all skill categories, for an average of "5".

Present Distribution of Classes to Assignments

There will undoubtedly be disagreements about the way these assignments were rated. There may, indeed, have been factors overlooked in making these comparisons. Nevertheless, the rating scale appears to withstand rather well a matching with the present distribution of Social Workers I to III through the seventeen assignments, the only index available of the management's assessment of their relative complexity:

Excluding workers classified as Social Work Trainee, assignments were found to be made to the various units at the Damen Avenue office according to this distribution of non-supervisory social workers:

Level I (average skill level 1.5 to 2.5): of 23 filled positions, 21 were Social Workers I, and only 2 were Social Workers II or III.

Level II (average skill level 2.6 to 3.5): of 8 filled positions, 7 were Social Workers I, and only 1 was a Social Worker II.

Level III (average skill level 3.6 to 4.5): of 43 filled positions, 28 were Social Workers I, 15 were Social Workers II and III.

Level IV (average skill level 4.6 to 5.0): of 16 filled positions, only 6 were filled by Social Workers I, but 10 were Social Workers II and III.

Of the 90 non-supervisory, non-trainee social workers assigned to the various units at Damen Avenue, 62 were classified as Social Worker I. The remaining 28 were classified as Social Worker II or Social Worker III. Representation of the former group in the various assignments, then, declined from 91.4 per cent to 37.5 per cent as skill levels required by the assignments rose on the scale. Conversely, representation of Social Workers II and III rose with the increase of skill needed, from 8.6 per cent in the less demanding assignments to 62.5 per cent in the most highly skilled jobs.

Assignments at Level I would include Intake Screening, Homemaker Service, Resource Coordination, Unmarried Parents, Independent Foster Home Licensing, Local Adoptions and Foster Home Finding. Level II would include Services to Other Agencies, Foster Home Purchase of Care, Juvenile Court Liaison, and Interstate and Intercountry Adoptions. Level III assignments are Institutional Placement, Foster Home Placement, General Services Intake, and Emergency Protective Services. Family Services and Child Abuse are the Level IV jobs.

J. RECOMMENDATIONS FOR TWO GENERIC CLASS SERIES AND A CAREER LATTICE IN CHILDREN'S SERVICES

It was the recommendation of the study team that there be established in the Department of Children and Family Services two generic class series for children's services and Child Development workers and that these classes coexist in a lattice structure providing full horizontal mobility.*

---

* See Appendix III for Class Specifications for Children's Services series only.

1. A Children's Services Series

The series would allow for entry into a six-month traineeship with no requirement established for formal education or prior training or experience. Applicants with higher qualifications, particularly those that are known to be relevant to the program, may enter at other points in the continuum. It is meant to be a continuum, in the sense that progression may be made from the lowest entry point to the highest position in the program without meeting unrealistic or insuperable barriers to advancement. The chart on the following page illustrates this continuum.

The Children's Services Trainee

The Children's Services Trainee is the position classification providing the first entry point in the career opportunity system. It is recommended that no particular level of formal education be required for acceptance into this traineeship. The arguments in favor of this recommendation are too well known to deserve repeating here. They are apparently well known to the Department of Personnel, which has for the past year favored a removal of general education requirements for many entry-level position classes.

Selection criteria preferred by the study group are the following:

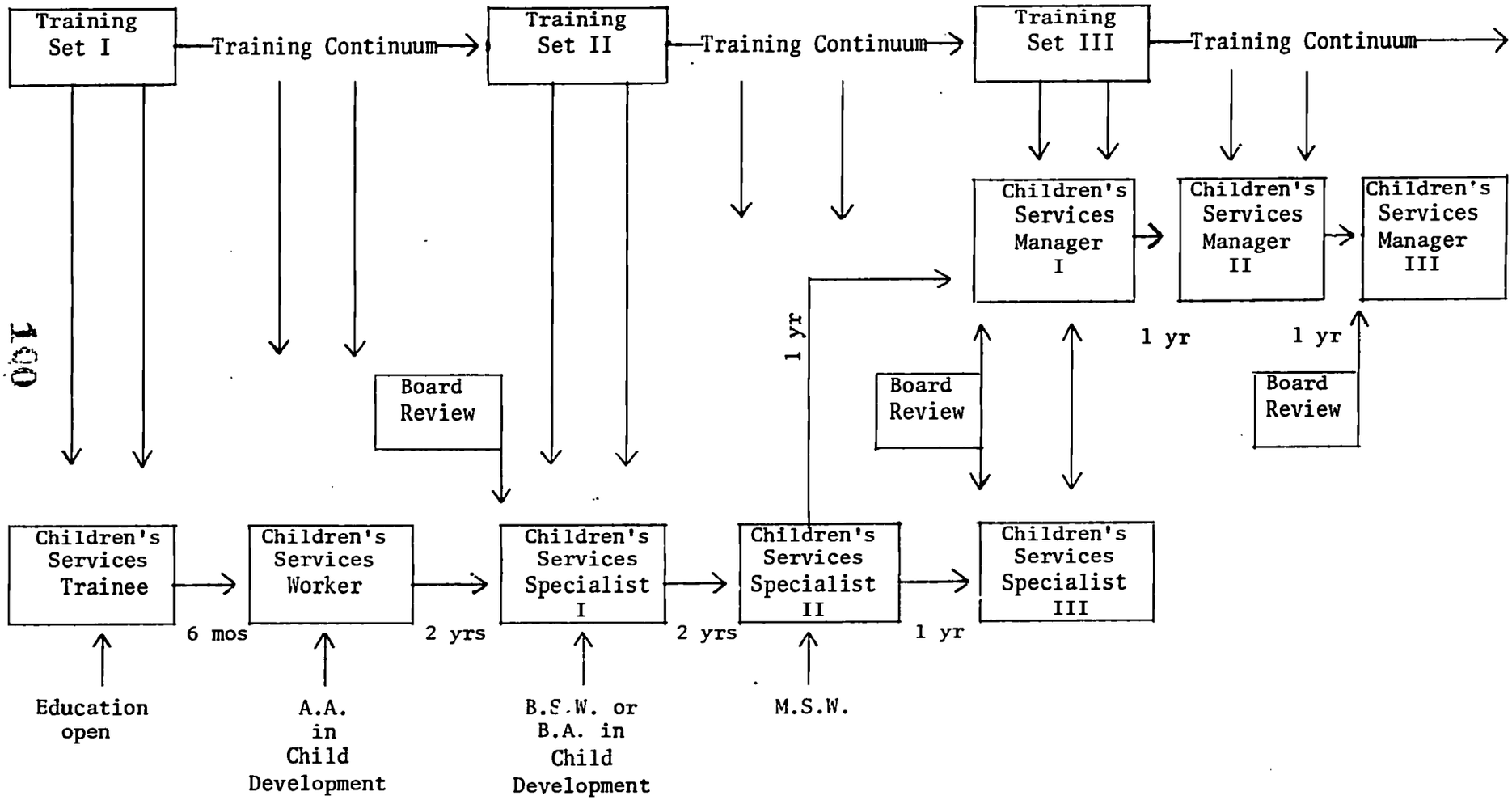
(1) A minimum requirement of reading comprehension equivalent to a score of 6.0 in the Stanford Achievement Test (though this test need not be the one used);

(2) A passing score given by a selection panel composed of three employees especially designated for this purpose by program management of each office or facility.

It should be required that the trainee's reading comprehension level be raised to a minimum of an 8.0 SAT score or the equivalent by remedial training to be included in the training program conducted during the first year of employment. A person reading at a level of 8.0 SAT is capable of reading most non-technical college-level materials. Any specialized or technical materials that must be read in connection with this work can be represented in the training curriculum. It should also be remembered that because 6.0 is given as a minimum, it is not to be taken as the reading level of every person accepted into the program. It is merely the minimum established for acceptability.

The selection panel should work with guidelines agreed upon by the agency and the Department of Personnel. It is suggested that these would tend to focus on personal attributes as revealed to the panel, and evidenced by other information known about the applicant. The selection panel should also consider any relevant factors in the applicant's background that would indicate particular desirability for the program.

A GENERIC SERIES FOR TRAINING AND EMPLOYMENT IN THE CHILD WELFARE DIVISION



In social services for many years program leaders and practitioners have given lip service to the premise that personal attributes count for a great deal in one's eventual success in interacting with the clientele. It is often said that professional education does not by itself make a successful social worker, but that it broadens and deepens understanding and awareness, and thereby enhances the chances for success of those who already possess personal warmth, empathy, consideration and appreciation for others, and whatever other characteristics are deemed applicable. The study group did not test the validity of this contention, but would welcome an opportunity to establish a basis for validation through a program such as this.

The panel's objective would be to use its best judgment in order to qualify or disqualify an applicant on the basis of his probable value to the program. In a competitive situation, the panel would score all applicants, then submit the top-scoring names to the administrator of the facility, who might want to make his selection on the basis of another interview with the applicant, according to rules of the Department of Personnel.

Certification would follow a probation period after completion of the six-month traineeship, in keeping with current practice, giving the Department ample opportunity to observe the trainee and evaluate his work before certification becomes final. Satisfactory completion of the training program would be presumed necessary to the trainee's continued employment. By the end of the probation period the employee should be reading at 8.0 SAT.

In no case should an applicant's general educational attainment level enter into a panel's decision. It is assumed that completion of high school in itself, or for that matter, completion of any grade of school, is not a relevant factor. If an applicant presents himself in an acceptable manner, scores adequately on the reading test and otherwise gives the panel favorable impressions of his potential capability, this should suffice.

The reading level required is one from which an applicant may be brought to a reading competence sufficient to the needs of the program within one year. This program makes considerable demands upon reading and writing skills of its workers; it is not recommended that applicants with very low reading abilities be accepted. It is considered that other programs not as demanding in self-expression skills may be able to hire applicants functioning at lower levels of reading comprehension.

Details of the functioning of selection panels, their composition, duration, and procedures, and the guidelines for selection may be worked out jointly by the Department of Personnel and the child welfare program staff.

The training provided for Children's Services Trainees is presented in the chart as Training Set I. This is a combined work/study sequence of six months during which time the following items shall have been combined into a learning experience:

(1) Virtually all of the job-specific knowledge requirements for work in this program at the trainee's district office or location;

(2) Remedial reading, writing, and computation if needed;

(3) Beginnings in all areas of field-specific knowledge necessary to the program;

(4) Skill development at beginning levels in all six skill areas required.

Work performed in relation to training will include the following elements:

(1) The trainee will be assigned, after proper instruction, to escorting and transporting of children and adults as required by needs of the program; workers at higher skill levels will assign this kind of work to a training unit in the larger offices or directly to a trainee by arrangement with the administrator and the training section;

(2) In time, as the trainee progresses, he may be routinely assigned to many of the "arranging" chores -- making appointments, setting up communications, activities, or actions in a variety of cases, on behalf of a variety of units or program areas.

(3) When he is considered to be ready, the trainee will be assigned to assist in work in any and eventually in all of the Level I assignments. Before the end of his probation, he will be expected to show competence to handle work in at least two of the assignments at Level I independently.

The Children's Services Worker

Upon satisfactory completion of training, there should follow a promotion to the Children's Services Worker classification. At this point the worker has received his general introduction to the work of the agency. He should have mastered the job-specific knowledge generally from a combination learning-and-doing experience. He ought to be ready for full-time assignment to Level I jobs.

At the end of two years of service in such assignments, the worker would become eligible for a Board Review to determine his readiness, in the view of the Board, for acceptance of greater responsibilities at higher expected levels of skill. During the two-year period training would continue (Training Continuum), and would emphasize field-specific knowledge and client-associated skills. Skill development would be brought forward in the six basic areas. A worker would be eligible for Board Review at any time after completion of one year if recommended by a supervisor and approved by the administrator.

This level of classification can be considered an entry-point for applicants with Associate of Arts degrees in child development. It is possible that other prior training might also be accepted. The employee entering at this point, however, would still be required to pass a training period, somewhat modified, in which job-specific knowledge is absorbed, skill development is emphasized, and field knowledge is rounded out to the satisfaction of the program needs. After one year of satisfactory performance, such a worker would be considered eligible for Board Review.

Intake Screening is an excellent trainee assignment, which ought to be utilized on a rotation basis to sharpen the trainee's use of job-specific knowledge, and aid in development of skills in interpersonal relations and oral communication. It also affords a beginning for use of writing skills. A trainee should not be assigned here until his training has brought him to a reasonable level of confidence in applying knowledge of agency policy and procedure and community resources. It is assumed that trainees working in this or any other section would be under close supervision. Intake Screening, however, is a thoroughly proper assignment for a Children's Services Worker, and would ordinarily be staffed by employees in this classification.

Homemaker Services is less useful as a training assignment, but provides good experience for an employee at the Children's Services Worker classification. A similar appraisal would have to be made for Resource Coordination.

Work in the Unmarried Parents Unit is an excellent introduction to direct services. This should be a frequent assignment for trainees as assistants, and for Children's Services Workers on a regular basis. In this assignment as well as in Independent Foster Home Licensing, Local Adoptions and Foster Home Finding, the staffing by Children's Services Workers should be supplemented by the assignment of at least one Children's Services Specialist (see below) on a regular basis to handle difficult cases. Otherwise, these units may all be considered appropriate for training and experience at the Worker level. Skills in observation, interviewing, and interpretation-evaluation will especially be affected in these assignments, and familiarity with evaluation of family and marital relationships will be provided while working with clientele groups that are generally cooperative.

The Board Review

Promotions may be effected in procedures similar to those recommended for selection of employees. A board may be authorized to recommend to the agency that an employee be advanced on a provisional basis as a worker-in-training to a new segment of the series. Board reviews would be required advancement to the Children's Services Specialist segment, to Children's Services Specialist III and to the Children's Services Manager segment.

The task of the Board is simply to determine whether, in the judgment of Board members, an employee has demonstrated his readiness to accept responsibility at levels of work in the agency that require higher skill levels

and training beyond what is provided in the training continuum (Training Set II, Training Set III).

The composition of the Board, like that of the selection panels, should represent the management's best attempt at finding fair, even judgment and dedication to the program's objectives from among staff of the office or facility. The Board should be provided with all relevant information to enable it to achieve its own objectives.

The Board does not promote. It merely recommends that an employee be given an opportunity to enter training at the next level, or withholds such recommendation after having reviewed all available information having a bearing on the question. Promotion would follow satisfactory completion of that training. If performance is not satisfactory during training, the employee would be returned to his former assignments until such time as the administrator accepts his written petition for a new Board Review.

Eligibility for Board Review should be automatic upon completion of time on the job at a given classification or upon completion of one year at the request of an employee's supervisor, with approval of the administrator. This procedure should be reserved for employees who have shown extraordinary abilities or promise in performance of their assignments, and whose learning capacities have been considered above average in the training sequence.

The Board should only advance to the next segment those employees who truly show ability to perform at the higher levels. It should not be considered a mark of failure if the Board's decision is that an employee at a given time is not yet ready for acceptance of higher responsibility. Employees should be eligible for Board Review again following one year on the job after a review. The Board Review attempts to provide for the agency a mechanism for elevating employees to positions of greater responsibility as a response to their demonstrated abilities on the job, without requiring them to pass through educational programs outside the service and to acquire additional credentials of education.

Guidelines followed by the Board should include appraisals of the employee's skill development in terms of the six skills previously identified.

Children's Services Specialist I and II

Baccalaureate degrees in certain specified fields should be accepted for entry into the system at the Specialist I level. It is suggested that social work (BSW) and child development are two such major fields. It is not clear that other social science majors such as sociology or psychology should be found acceptable, but this is a question to be decided by the agency and by the Department of Personnel or perhaps tested by experience

Satisfactory completion of one year of graduate school in social work might be considered adequate for promotion to Specialist II after one year instead of the usual two, by agreement between the agency and the Department of Personnel. For others, work at the Specialist I level and absorption of training is considered demanding of an employee's abilities; only the exceptional should be considered for promotion after a minimum of one year's service, at the recommendation of the administrator.

After one year at the Specialist II level, employees would become eligible for a Board Review that would admit them to candidacy for promotion to Children's Services Specialist III or Children's Services Manager I.

Children's Services Specialist III

Level IV job assignments may be given to Specialist II on occasion, but these would generally be awarded to employees at the Specialist III level who have successfully passed Board Review. They should pass through a probation period at this classification, and their learning needs would be served by the training continuum. Some would function at Level II assignments, and all might handle difficult cases at lower levels of skill requirement, but ordinarily these would be cases involving significant inputs of client-directed helping services.

Clients encountered at Levels III and IV are increasingly of the involuntary or hostile descriptions, and skill development in all categories must be high in these assignments. Much of the transporting and arranging task involvement can be passed along to the training units and more concentration on client contact can be achieved.

It is suggested here that an office with a large staff might consider establishing a unit of Specialists III, unsupervised except for general surveillance from the administrator, who could serve as consultants and intensive treatment specialists for all other units, at the request of the unit supervisors, and be responsible to those supervisors for results. They would work independently and file monthly activity reports to the administrator. This was depicted by the team as Level V.

Children's Services Manager I, II and III

Training Set III is mainly an introduction to supervision and administration of children's services. Having passed a Board Review which judged him to be ready for supervision, the candidate may begin to supervise units at the lower levels of skill assignment (Levels I and II). Continuing to receive training through the training continuum, which increasingly stresses development of administrative skills, the Manager I proceeds to Manager II after one year, subject to administrative approval of performance. At the Manager II level, he becomes eligible for assignment as supervisor of Level III and IV units, although his usual assignment in any individual case may continue to be at Levels I or II.

A Board Review eligibility would be established at the end of one year of service at the Manager II level. Passing of this review would facilitate an employee's promotion to Manager III, at which level he might be managing a small district office or accepting responsibility for a section or combination of units in a large district office. Career paths upward through district and regional assignments would be similar to those now in effect in the Division. The training continuum would be effective through the higher positions of management.

Little has been said in this report about supervisory or administrative tasks or responsibilities. Concentration has been on the non-supervisory functions, where crucial elements of a career opportunity system are forged. Tasks performed by supervisors were well documented in the study, however, as were those of administrators, though less so at regional assignments. Positions at Divisional administrative levels were not studied, though it was originally intended to do so.

The study group felt that more attention ought to be paid to supervisory skills and to supervisory training in the Division. The burdens of supervisory responsibility seemed unevenly distributed at the Damen Avenue Office, though that office was in process of reorganization during the field study period. Numerous supervisors and administrators marked the need for administrative preparation as important in the Department at this time.

The Child Welfare Administrator series, recently formulated and more recently revised, was thoughtfully written to include qualifications other than social work training as acceptable for candidacy. This study group would add the proposition that employees entering the system at any of the lower levels be accepted for candidacy at supervisory and administrative levels upon demonstrating competence and after having successfully passed through the processes of selection and promotion described in this paper. There is no reason that the training plan for the Department cannot include the possibility of continuing outside education and the acquisition of additional degrees. But promotion and advancement in the agency should not depend on such contingencies, valuable though they might be considered.

Provisions for advancement through the accumulation of experience and training provided by or under design control of the agency comprise the keystone of career system development. These must be linked to skill development in a rational way. The burden of an agency training program within such a system is on a scale to which most agencies are unaccustomed. The various means to accomplish development of training within and on behalf of the agency program must therefore be an early concern of administrators considering this kind of system.

2. The Present* Day Care Series

The present day care classification series is depicted on the following page. It does not appear to be a career ladder in a realistic sense. The employee must repeatedly enter and complete programs of general education, presumably by leaving the service, but possibly by attending night school or arranging some kind of work study program. Moreover, he is required to have experience at the point of entry, but this may well be gained from rearing his own (more likely, her own) children. The specification states: "requires two years of experience in providing for the care and welfare of children."

The requirement of high school graduation is very restrictive, and seems especially so when it is considered that the Act Creating the Department of Children and Family Services stipulates that a high priority of the day care program must be "maximum employment of recipients of public assistance in day care centers and day care homes..." ** A program of employment of public assistance recipients limited to hiring only those who have completed four years of high school would be limited indeed.

An employee entering as a day care aide would have to begin with a high school diploma or the equivalent, then interrupt his work on three different occasions in order to reach the level of assistant day care center administrator. Interrupting his work only once to continue education all the way to a Master's degree would deprive him of the requisite experience to qualify for assistant administrator. He would be overqualified educationally for any lower-level job.

In fairness, this progression was not constructed with career ladder development as a guiding beacon. The adding on of general and professional education inputs was regarded as relevant and proper.

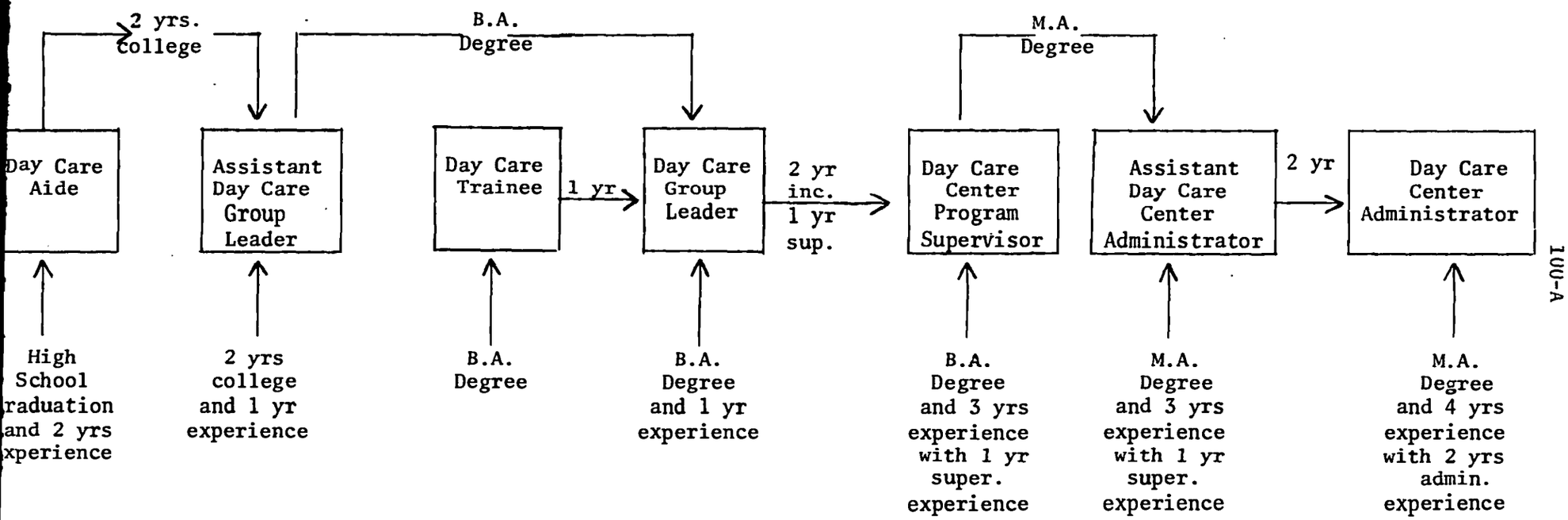
In assessing the real contribution of general education to the development of valuable and productive employees, this much can be affirmed: completion of high school or of some years of college tends to build poise and confidence, which is to be expected in a social environment that places heavy rewards on educational attainment. It enhances development of interpersonal relations skills and communications skills as defined in this paper. It is to be expected that less concentration on development of those particular skills will be necessary in the training program for those employees who have entered the system at advanced levels (though self-expression in writing is often unimpressive among applicants with considerable general and even professional education). Attainment of higher levels of general education also usually means that more rehearsal for learning has taken place: the applicant is likely to have learned more about learning, and will, therefore, presumably be more adaptable in a training program.

---

* See footnote on page 101.

** An Act Creating the Department of Children and Family Services, Sec. 5 (2) (c), Illinois Revised Statutes, Chapter 23.

PRESENT DAY CARE SERIES USED IN THE DEPARTMENT OF CHILDREN AND FAMILY SERVICES



100-A

The doubts raised by the field study interviews as to the relevance of graduate training in social work to the various assignments in the child welfare program further emphasize the importance of a training program geared specifically to needs of the child welfare program, as a replacement for reliance on graduate social work education as almost the sole provider of trained personnel.

3. The Present* Day Care Licensing Series

The present Day Care Licensing series depicted on the following page presents problems of another kind. The Bachelor's degree necessary for entry at the trainee level must be in "nursery school education or early childhood development." No experience is required. At the Day Care Licensing Representative I level, the same educational background is expected, with one year of experience "in a nursery school, day care center or kindergarten or field related to day care licensing." The last addition would take in the Day Care Licensing Trainee, who still has no experience in working with children.

The specification for Day Care Licensing Representative II reads very much like that for Representative I, except some duties are added on that might be expected of a Representative I who has acquired some experience and confidence. This one requires the same education and one additional year of the same kinds of experience to qualify.

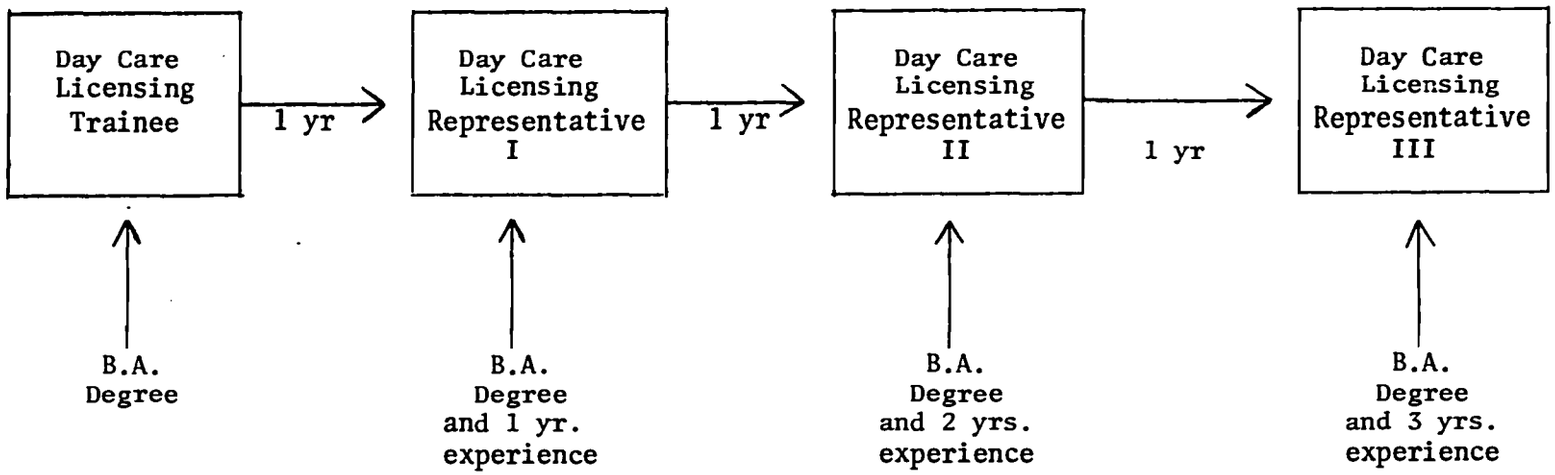
Day Care Licensing Representative III is a supervisor, and needs one more year of experience to qualify. In this instance, however, the experience may be in a "child welfare agency" as well as in the other settings (nursery school, day care center or kindergarten) or solely in a licensing program. The implication is that one cannot aspire to the licensing series if one's experience is in general child welfare work, except that it is possible to become the supervisor, starting at the top. This should not be belabored -- it is probably an oversight. The entire series seems very narrowly conceived, however, and leans almost entirely on education, apparently not rating experience in day care centers very highly, which seems strange for a class that passes judgment on the adequacy of day care center programs.

The study team recommended that experience in child care work be a prerequisite for employment as a Day Care Licensing Representative, and that at least a modicum of such experience be spent in a day care center. The Day Care Licensing series should be linked to the Day Care series, and both should be connected with the Children's Services series. A proposal to provide such a system was developed.

---

* After the study team had completed its work, the Department of Children and Family Services changed the education requirements for both the Day Care and Day Care Licensing series. Instead of specific degrees, education is now stated as "Requires knowledge, skill and mental development equivalent to. . ." high school, two years of college, four years of college, or a masters degree. The entry level position in the Day Care series now has no formal education requirement. Thus some aspects of the above recommendations have already been implemented.

THE PRESENT DAY CARE LICENSING SERIES USED IN THE DEPARTMENT OF CHILDREN AND FAMILY SERVICES



4. The Proposed Child Development Series

The Child Development Trainee classification is the basic induction point into the day care-children's services system. Selection, as at all points of entry in the system, would be based on scoring by a selection panel of similar composition to that described for Children's Services Trainee, but with the needs of the day care program written into the guidelines for selection. There need be no minimum standard of literacy, though reading at a 6.0 SAT score or the equivalent should be required at the completion of the first full year of service.

Completion of training would be followed by promotion to Child Development Worker I, provided work and training have been satisfactory. Certification would follow, according to personnel rules. Two years at these levels of work, subject to additional inputs of learning experiences through the training continuum and the work itself would bring the worker to eligibility for Board Review. During those two years, which could be shortened by a year at the request of the employee's supervisor and with approval of the administrator, the worker would be performing child care tasks at elementary levels, but with increasing attention to guided developmental techniques, as learned in the program.

At the completion of training, or whenever the worker might qualify, he would have the option of entering the Children's Services series at the trainee level. Opportunities to cross from one of these two programs to the other at the various points along the developmental continuum are possible, though it is likely that most employees will tend to remain in one program or the other.

The two programs are different, and work in one is quite different from work in the other, though they are bound by a common bond of interest in welfare and development of children. If crossovers from one program to the other were accomplished with great facility, it would then be possible to construct one training program for both, and finally, to place all in a single classification series. This is not the case, however.

On the other hand, educational preparations for the two programs may be similar, and graduates in child development or in social work would find career interest in either. Job-specific knowledge necessary for functioning in the two programs would be quite different, though there would be some common elements. Field-specific knowledge would be shared to some degree by the two programs. In the area of skill development, they are quite divergent, though again there are some common features.

There is no doubt, however, that a Child Development Trainee who can qualify for the higher standards of verbal skill and who is judged to have the personal attributes favorable to work in children's services, would be welcome in the program, and that his experience in direct contact with pre-school and school-aged children would serve him well.

Child Development Worker II

This is the level of entry for the applicant who has an Associate of Arts degree in child development or in a closely allied field. A more advanced training and work combination (Training Set II) would bring the workers in this category into more advanced teaching and behavioral guidance techniques. Greater responsibility would be accepted at this level, and assisting in the leadership of day care groups and sometimes carrying the leadership role would be commonplace, especially in the second year. As in other two-year spans between classifications, the time could be shortened to one year at the request of the employee's supervisor and with approval of the administrator.

Child Development Specialist I

At this level, training becomes more focused on group work, group supervision, and more intensive developmental work with children who have behavioral, emotional, learning, or allied problems. Baccalaureate-level applicants enter at this point if major college work is in social work, child development, or other closely related field considered acceptable by the Department and by the Department of Personnel.

Child Development Specialist II

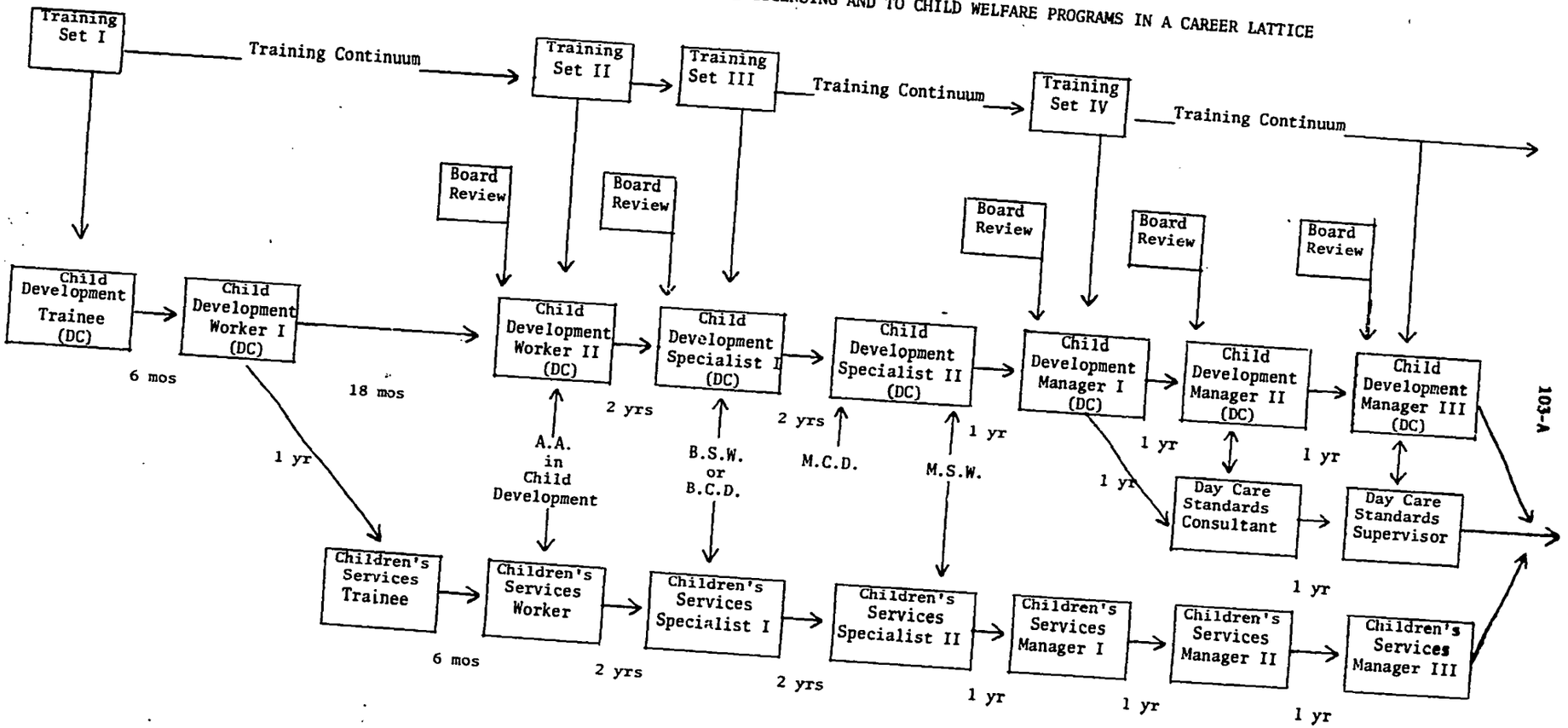
Intensive group and individual work with children continues at this level, and more work with parents is carried out by employees in this class. Family counseling and therapy may be introduced at the Specialist I level, and brought to journeyman quality at this level of work. Behavior modification techniques are covered in training at a more advanced level, and field-specific knowledge of child development and behavior and of human responses and needs keeps pace with skill development. Direction of groups for this class moves into more difficult and more intensive group work.

Child Development Manager I,II and III

These three classes generally correspond to the present designations of Program Supervisor, Assistant Administrator and Day Care Center Administrator. Managerial and administrative training comprise the major learning experience in Training Set IV. Board Reviews are necessary preliminaries at each managerial level and form the core of the competitive process of selection to fill these positions.

After one year at the Manager I level, an employee may wish to cross into the standards, or licensing program by applying for a position as Day Care Standards Consultant. Supervision of a regional day care licensing program would then be possible after one year.

THE PROPOSED DAY CARE SERIES LINKED TO DAY CARE LICENSING AND TO CHILD WELFARE PROGRAMS IN A CAREER LATTICE



Clerical Opportunities

It was apparent from the field investigation that clerical workers in the program become deeply involved in the specific work of the Department, and that they gain much knowledge, not only of policies and procedures, but also of other job-specifics and of the field of child welfare as well. All of this occurs in the absence of any deliberate attempt to train them in any way other than on-the-job exposure to knowledge and skills employed in the processes of the agency. (More than this is done at Champaign, however, where unit secretaries are brought into a more responsible role in the activities of the units and participate in a special training program.)

One of the problems in creation of bridges into program for clerical staffs, and back into clerical activities from program, which ought to be possible, is the level of clerical salaries as compared with those of workers in the direct program services. It ought to be possible to go from typist to unit secretary to Level I worker to supervisor of a clerical section or fiscal control clerk to Level II worker to Level III worker to office manager or business manager to district administrator. Although such a progression, or one nearly like it, might be justified in terms of skill development and though it might actually be an advantageous admixture of experience for a district administrator to have, any attempt to plot it as a career development line becomes skewed by the fact of clerical salary levels.

V

GUIDELINES FOR THE DESIGN OF CAREER SYSTEMS IN HUMAN SERVICES AGENCIES

From these experiences in the design of three human services career ladders in state government, we would offer the following recommendations concerning ways to approach the task and the principles to be considered.

A. WHAT IS THE OBJECTIVE?

Historically, the New Careers program and other movements to develop career opportunity systems in public employment have been employee-centered rather than management-centered. They have focussed mainly on developing a structure of positions, classes and staffing patterns that favor staff development potentials. They seek to open up new entry level positions for disadvantaged persons and new middle level positions for individuals with less than four years of college education. A primary objective has been to eliminate a dead-end employment by building pathways wherever possible that link low-paying jobs to higher paying jobs in some effective sequence. To achieve and sustain this upward mobility process, career ladder designers place high priority on the acquisition of training and on-the-job experience.

A second theme has developed out of the pioneering work of Dr. Sidney Fine of the Upjohn Institute for Employment Research in developing a systems approach to functional task analysis and job design. This approach begins by looking at the organization's charge, expressed goals, subsystems, resources and options. From this framework tasks are identified as precisely as possible, clustered into jobs and then structured into viable career ladders. The basic view implicit in this work is that success in the development of a career opportunity system must rest solidly on its contribution to management goals. This approach is described by Dr. Fine as "a management concept...one that seeks to make optimal use of human resources but is not in and of itself an agent of change."*

Finally, we have seen developing both in the literature** and in the organizations of New Careerists throughout the country a third theme. This is the view that a key objective in the New Careers movement is to change the human services delivery system. These changes are expected to be brought about by the impact of indigenous staff who are closely identified with the client group and who, as they enter and move upward in agency structures, will significantly influence the organization and administration of program services.

While this is obviously an oversimplified statement of the three principal approaches, it is clear that one objective is more worker-oriented, one more management-oriented and the third both worker and client-oriented.

In our approach to career ladder design, our objective has been to integrate and augment these views. We believe it is not only possible but essential to do so. We have in each case, particularly in mental health and corrections, begun by critically examining the effectiveness of the existing service delivery system. In both these departments it was necessary to comprehend the direction and tempo of changes taking place in program services. We saw our work as contributing directly and significantly to the implementation of these changes. The recommendations we made were perceived by management as new tools for the utilization of their manpower resources. And, throughout, we saw ourselves as fully committed to the needs and aspirations of the work force.

---

* Sidney A. Fine, A Systems Approach to Manpower Development in Human Services, paper delivered to National Conference on Social Welfare, May, 1969, New York, N.Y.

** Expressions of this view are consistently represented in the publications of the New York University, New Careers Development Center and the University Research Corporation, Washington, D.C.

We suggest therefore a fourth, a community or public frame of reference, which attempts to integrate worker, management and client interests with those of the broader community and its expectations for the highest quality of service which can be obtained with given available resources.

B. THE WORKING TOOLS

It is clear to us that career ladders in the human services cannot be designed solely by personnel technicians, using traditional job classification skills. While these skills are relevant, they are best used in combination with the insights, skills and commitments of service program staff. The development of neat and technically defensible career ladder classifications are next to useless if they bear little or no relationship to program needs. Conversely, program staff are generally unfamiliar with the tools of the personnel technician and, if unassisted, may fail to apply the technical information which specialists with solid merit system backgrounds can contribute.

With the appropriate interaction of the two, the tasks that are needed to be performed in an organization in order to carry out its purposes and achieve its goals and objectives can be examined, catalogued and ordered in terms of their content and complexity. At all times, the tasks must be perceived in the context of the values of the organization. Only then can they be related to an appropriate description of the knowledge and skill required to perform these tasks in a satisfactory way.

The methodologies used in our studies were diverse, combining interview and survey techniques, group discussion and problem-solving with key administrators and the application of certain functional task analysis tools. We saw functional job analysis as only one in a broad repertoire of skills and strategies available to us in our task. As we proceeded, we found it necessary and possible to design workable Civil Service classifications on the basis of selected field studies that identified agency goals, programs and manpower requirements.

In our view, it was not necessary or desirable in every case to subject the functions of jobs to a rigorous task analysis. Many times it appeared clear from a much less magnified examination that a particular course of action ought to be taken to enhance career opportunities within a service delivery system.

The further fact is that we had to operate within prescribed timetables that did not permit an in-depth analysis of all the tasks performed in each agency.

In a social system that operates only sporadically on the basis of comprehensive rational planning, one in which political and fiscal realities are perpetually present, many of us are often called upon to respond rapidly to an agency's urgent immediate needs. This means that sometimes we cannot withhold a response until all of the pieces are properly dissected and analyzed.

Having said this, we are nevertheless aware that changes in job classifications and titles are a waste of effort unless they are at some point in time woven into a continuing process of examining agency goals, tasks, job requirements, work assignments, performance standards and training needs.

C. FACTORS CONTRIBUTING TO CHANGE

In our judgment it is a mistake to rely too heavily on the infusion of new manpower into a human services agency as a means for bringing about profound changes in the delivery of services. Those who overemphasize the impact that indigenous manpower or community college graduates can make on programs fail to realize that this is only one element in the capability of a system to perform adequately. Administrative commitment and leadership, adequate funding, the design and location of physical facilities, the readiness of professionals and middle level managers to modify their established roles and the rising expectations of client groups are all key factors in bringing about a systems change.

It is also counter-productive to become so incensed by the widespread resistance of professionals to changes in their roles that professionals as a whole are written off as potential change agents. It is true that the lack of initiative being taken by members of the professional community to re-examine the ways in which they make use of their scarce talents and skills is particularly disappointing. Yet we are convinced that the practice of launching generalized attacks on the professional establishment only serves to stiffen resistance and alienate a rich potential source of help. There are often good reasons for professionals to feel personally threatened when new less academically trained workers prove exceptionally capable in the execution of tasks traditionally performed only by professional staff.

It was our experience, for example, in the Departments we worked with that increasing numbers of professionals are ready to venture into new roles as trainers, consultants and providers of specialized resources to the new workers who will be the backbone of our human services delivery system in the years to come.

D. THE VALUE OF GENERIC MANPOWER CONCEPTS IN HUMAN SERVICES CAREER LADDERS

In designing these career ladders we have consistently favored the development of broad generic classes for workers in the human services. Similarly, we have held fast to this approach in designing core educational programs for the community colleges.

Our reasons for taking this direction are responsive to the needs of agency program directors, personnel administrators, clients, workers and educators:

1. There are advantages to a program or delivery system in working with a generic series tailored to its needs. One of these is the independence and flexibility it offers a program to request changes in specifications or salary level of its classes. The Illinois Department of Corrections, for example, already enjoys this advantage to a degree. The recent change from its Parole Agent series to a Correctional Parole Counselor series with an increase in salary levels and a change in job description would have been far more difficult had parole officers been working under class titles such as "Social Worker I and II" as they are in other jurisdictions.

2. A generic class structure provides great facility to career ladder development and to the design of developmental training programs.* It can more easily than other classification schemes be constructed to accommodate the needs of both program and staff, without unnecessary barriers to change. Professional titles suggest, in fact demand, maintenence of the standards established by the profession for its practioners. These standards may not coincide with the standards actually required by the needs of the program, its clientele or the resources available to satisfy the professional's image of who should be given status in the system.

3. A generic series binds together into one heirarchy of job classes all employees within a system who are striving to accomplish the same set of objectives in the same or similar ways, particularly where their efforts are generalized within the program or system, rather than specialized with reference to outside criteria.

For example, if the team concept in a mental health facility calls for the staff to include a psychologist, a social worker, a psychiatrist, a nurse, and an activity therapist; and, if the psychologist only administers and interprets psychological tests, the social worker only takes family histories and conducts family interviews, the nurse only ministers to the patient's bedside needs and observes his behavior, the therapist only engages the patient in crafts work, and the psychiatrist only sees the patient on some regular basis in order to work toward constructive behavior change, a generic class series is not needed. In fact it is not, practically speaking, possible.

But if, on the other hand, all team members are working generally to accomplish the objective of improving the behavior and mental health of patients in their area, have developed similar skills and have diffused their roles in the treatment program, despite their diverse professional training backgrounds, they might be considered excellent candidates for inclusion in a generic "mental health worker" series.

---

* See Monograph III, A Core Curriculum for Entry and Middle Level Workers in Human Services Agencies, particularly the Appendices which contain statements from the College of Du Page, YMCA Community College and Governo State University, three educational institutions in Illinois committed to training human services generalists.

4. Although a generic class series ordinarily attaches to a service delivery system, it may be designed to span parallel or linking delivery systems within a civil service jurisdiction. While we recommended, for example, that the correctional career series be introduced at this time only in adult programs, it would be entirely reasonable to link it up with juvenile corrections programs in the future. Within a single generic series the continuing absurd proliferation of Civil Service titles is abated. Workers can be redeployed to new assignments as programs change without becoming entangled in onerous personnel transactions. Salary inequities among workers performing tasks at the same level are reduced, along with employee grievances.

5. Functioning within a generic series, the worker has wider options for horizontal mobility. As a mental health worker, for example, he can choose a program relating to children, older adults, or the retarded in a variety of settings, such as hospitals, clinics, schools, courts or neighborhood programs. He does not enter the labor market as a one-dimensional figure with a narrow range of skills.

6. From the point of view of the agency client, the generic structuring of formerly fragmented occupations holds promise of more effective delivery of services. The work of the Southern Regional Education Board as well as the Institute for Social Policy in Illinois illuminate the need for human services generalists trained to respond to the total needs of the client,* while serving as a link to other specialized services.

7. As we will indicate in another section, the generic concept is a boon to educators who are already overloaded with an excess of fragmented and perishable training programs and specialized degrees. The simplification of human service classifications can be a positive contribution to schools which are now attempting to develop curricula for each variety of human services aide or technician.

E. CAREER LADDER SEMANTICS

In our terminology, we have consciously avoided the use of such words as para, sub, pre, semi or non-professional to describe entry and middle level manpower in the human services. In our judgment all of these terms are pejorative. They clearly diminish the self image of the worker who is unfortunate enough to be identified in this fashion. We are reminded of the paper written by one such worker entitled, "How it Feels to Have a Non-Profession."** Such terminology also runs counter to the team concept of manpower utilization in the human services. The implications of that concept require us to view each member of the team

---

* Southern Regional Education Board, Roles and Functions of Mental Health Workers, Atlanta, Georgia, 1970.

** University Research Corporation, Career Development Newsletter, April, 1971.

as a full partner in his relationship to others, contributing the full measure of his skills and knowledge in the service of the client.

However, this question goes beyond the issue of semantics. It is central to the design of a genuine career ladder. In the preceding descriptions of our career ladders, you will have noted that each ladder proceeds from entry level classes to the top of those classes traditionally reserved for "professionals." We take the view that a career system which merely provides several levels of aides has begged the question. A ladder must be long enough to bridge the distance between the entry level trainee and the most competent and experienced direct service staff in the system.

F. PROFESSIONAL STANDARDS VERSUS RELEVANT STANDARDS OF SERVICE

The concepts embodied in the Illinois career ladders represent a reversal of trends toward greater "professionalization" and ever higher grade-level requirements of education for employment in human services programs. These are trends that have gained momentum for many years. They have been only slightly slowed down under the influence of "New Careers" movements. The fields of mental health, child care and corrections have been susceptible to these trends, but have consistently had difficulty in establishing and maintaining the standards of educational preparation they continue to demand.

In human services agencies this approach to professionalizing the work force has commonly resulted in over-qualifying employees in terms of their general and professional education, while at the same time failing to improve the actual skills needed to serve clients effectively. For its "treatment" personnel, human services agencies have relied upon graduates of university programs in sociology, psychology, social work and psychiatry. The results in terms of verifiable program success have not been satisfactory to administrators or to practitioners in the field. Graduates of these programs emerge well-equipped with the conceptual armor of the human behaviorist. However, they are ordinarily quite short-handed in interactive skills and unprepared to deal with the kind of institutional climate that incarceration in our penitentiaries and mental hospitals produces. A frequent result is a flowering of diagnostic prose, which fills out many a case record. On the other hand there is seldom a comparable achievement of work towards solving the problems identified in diagnostic workups.

In any case, the severe shortages of these "trained" personnel have rendered most discussion of their real contributions academic. The final report of the Joint Commission on Correctional Manpower and Training, issued in October, 1969, commented on this circumstance which affects all human services fields:

"If corrections hope to meet current challenges, they must face up to a problem that plagues every field suffering shortages of trained personnel. That problem concerns the attributes required of an applicant in the form of education, training, experience, and personal characteristics.

There has been considerable controversy over the kind and level of formal training required of these employees who work primarily with individual offenders in their daily life situation. The prevailing standards, established largely by national professional organizations and encouraged by some federal agencies, are by no means universally accepted by correctional agencies. In fact, in the view of many observers, this disagreement has served to retard the growth of educational programs for the field of corrections.

The preferred standards are not being met in the vast majority of correctional agencies today, and the projected output of graduate schools indicates that there is no possible way for them to be met in the foreseeable future. Their continued existence, however, tends to have a dampening effect upon the whole correctional system and the educational programs which do supply manpower for the field."*

In practice, the links between what is learned in the professional or graduate schools and the tasks graduates are asked to perform as employees are not as clear and obvious as outsiders tend to assume. While some of these curricula are relevant in their general content to the needs of human services agencies, some are more relevant than others. Each contains sufficient irrelevancies to make questionable its being held as an absolute prerequisite to employment in the field. Graduate programs in corrections or criminology, for example, might be regarded as relevant. But they are still too few in this country to supply the demand for trained correctional personnel at appropriate levels of entry. The links between education and practice have become even more tenuous, however, as many human service programs have begun to turn to the general baccalaureate degree as a requirement, after failing to attract enough graduate professionals. The irrelevance of a general B.A. requirement is somewhat easier to establish. Its weakness as a predictor of effectiveness on the job is apparent.

---

* A Time to Act, Final Report of the Joint Commission on Correctional Manpower and Training, Washington: Joint Commission, October, 1969, pp. 26-28.

In the past we have tried to screen out failures from our programs by fixing general levels of education as requirements for employment. We then proceed to set these levels ever higher in an effort to "upgrade" job classes and salaries. The result has been a mixed benefit. Undoubtedly more acceptable employees per thousand applicants are to be found for some jobs by requiring the bachelor's degree. On the other hand, however, such policies often tend to recruit over-qualified persons who find the work lacking in challenge and stimulation. Furthermore, because it is easier to rely on college training one wants to believe is relevant, staff development programs get little priority in such settings. While all of this is taking place, the unemployment or underemployment of persons without college degrees is perpetuated.

Our efforts must now be directed toward establishment of practical and realistic norms for hiring and promotion. It will be necessary to find the proper value to be placed on general education in the setting of standards. We will need to assess the value of graduate education in the most practical way for the effectiveness of programs. While it is our hope that more and more institutions of higher learning will develop curricula aimed at meeting agencies needs, in-service training programs within the agencies themselves must be developed simultaneously.

In a genuine career opportunity system, emphasis is placed on the hiring of applicants with potential for success. The agency assumes responsibility for the planning and design of whatever training inputs are needed to augment the essential accumulation of work experience in the total learning process. We do not regard a series of promotional steps that requires employees to leave the service in order to acquire first one then another diploma or degree as a seriously conceived career opportunity system. On the other hand, there are many possible combinations of work and study, in-service programs and educational leave that can be realistically linked in a career development program.

G. FROM WITHIN AND WITHOUT

Career ladders which focus exclusively on lower level positions not only restrict opportunities for upward mobility but tend to damage the morale of existing staff. We have observed this phenomenon in many agencies who have limited their New Careers programs to bringing disadvantaged persons into entry level positions, providing them with excellent training opportunities and supportive services. If, while this is taking place in an agency, comparable opportunities for staff development and promotion from within are not made available to other employees, staff resistance begins to stiffen against the new recruits.

Middle level positions also need to be carefully articulated into the ladder to accommodate those persons who seek employment after completion of a community college or four year college education. In many cases these are superior persons from disadvantaged and minority group backgrounds who at great sacrifice have managed to remain in or re-enter school. Many of these people in today's tight labor market are finding themselves excluded from Public Service Careers program slots because they are no longer sufficiently "disadvantaged" or because no middle level positions have been developed to receive them.

For these reasons, career ladders need to be designed in such a fashion as to provide (1) an opportunity for the upward mobility of workers functioning at all levels within a system, as well as (2) a series of points of entry for new workers coming into the system from the outside with varying levels of prior education and experience.

H. UTILIZING THE FULL HUMAN POTENTIAL

In designing career ladders, a central question involves the differentiation of the levels of workers to be placed at each rung. We have already made clear our rationale for not establishing levels based on formal educational requirements. We have also emphasized the serious consequences which flow from relying on such irrelevancies as who is or who is not acceptable as a "professional" to groups of persons who have described themselves as professional. There is, however, a third tendency, equally counterproductive, to establish heirarchies in human services systems which follow too closely the industrial production model.

We refer here to approaches which seek to establish levels of work on the basis of a scale which ranges from "simple, routine tasks" to increasingly higher levels of complexity. The scales developed to measure various levels of skill and work complexity in commerce and industry, however, do not fit neatly into the human services. Here we find settings that require a worker to make the fullest and most spontaneous use of all his human resources in a constantly changing scene of unique clients.

Psychiatric aides, for example, working in a state mental hospital ward, where professional resources are generally meager, cannot be described as performing "simple routine tasks," if they are in fact genuinely involved in the treatment and rehabilitation of patients. On the contrary, they are expected to be able to respond to the full range of client needs and to make judgments on such highly complex matters as when it is appropriate to call for professional support. The same enormously varied role functions of entry and middle level workers is evident in child care, correctional and other human services agencies.

What we apparently need is another way of perceiving and describing levels of work in the human services, a way that recognizes the extraordinary complexity of the nature of the tasks involved at all levels in the human service occupations.

We suggest that considerable further work is required in this area if we are to avoid the traditional pitfalls of job factoring; that is, developing ladders which relegate to lower level workers only those tasks identified as unworthy of the professional's investment of time and energy. Not only does this practice damage the dignity and self-image of the mass of direct care workers, it also denies the reality of most work situations in the human services where a program to be successful must draw upon the total repertoire of skills, insights and knowledge of every member of the staff team.

In our Illinois work, which is firmly committed to the generalist concept in the training and utilization of human services workers, we are moving toward another set of criteria for differentiating levels of workers. We are inclined to see the entry level worker as one who learns by direct interaction with clients, peers and more experienced workers about the full range of his client's needs. As he proceeds to learn from others, to apply his own resources and to test himself in new work experiences, he becomes capable of training others to replace him. As he moves up the ladder, he assumes planning functions within the framework of existing programs. He also begins to broaden his knowledge and experience by exposure to new tasks and work settings. At higher levels be becomes responsible for the design of new programs and for changing what exists to something better. Finally, persons with the potential for moving up the full length of the career ladder are those who have learned:

(1) how to use existing techniques and resources to serve the client group competently;

(2) to teach others what they are learning;

(3) to develop innovative approaches to upgrading programs and services and

(4) to design and implement methods for continually assessing the results which the program achieves in accomplishing its objectives.

I. CONGRUENCE IN PUBLIC POLICY

One of the advantages of having undertaken work in several agencies within a State jurisdiction is the opportunity it has provided to recommend some measure of consistency in public policy across agency boundaries. It is a regrettable fact that within State and local governments meaningful interaction and communication are most frequently undeveloped. As a result it is entirely possible for one

agency to pursue an enlightened set of manpower policies while another within the same governmental sector adheres firmly to its traditional personnel practices. To those who are responsible for the central development and administration of personnel policies, Model Employer programs, and Public Service Career programs, we strongly recommend that basic principles and standards be clearly established which can then become the mores governing public policy and declaring the commitment of each part of the system to a common set of objectives.

J. PRE-CONDITIONS FOR THE SUCCESSFUL IMPLEMENTATION OF CAREER LADDERS

In the fiscal year 1972, we anticipate Illinois efforts will be made to implement the career systems in mental health and corrections. As we look hopefully ahead to these developments, we believe it is possible to identify some of the pre-conditions for success:

1. Commitment from Top and Middle Level Management

Department Directors, including the State Personnel agency, must unequivocally express their commitment to the program, signalling this message down the line. At each level, it needs to be made clear that agency leaders will take personal responsibility for providing the necessary resources and for clearing away all existing barriers to the implementation of a career opportunity system for all employees.

2. Adequate Program Staff

The implementation of such a career system necessitates the full-time attention of a coordinator and a staff of helpers who can address themselves to reclassification problems, fiscal matters, training, negotiation with educational institutions, the counselling of employees and the provision of other supportive services.

3. Participation of the Work Force

Building into the program a broad base of participation of staff in the planning and administration of the program will provide continuing feedback to its managers on all aspects of the operation. The staff can also be extremely helpful in taking responsibility for the orientation and support of new workers, as successful "Buddy Systems" have clearly demonstrated.

4. Built-In Evaluation

The program requires a continuing process of self-assessment augumented by outside monitoring. To provide broader and perhaps more objective evaluation, program managers must search for ways to determine the program's effectiveness from the varied points of view of managers, supervisors, workers, trainers, clients and concerned community representatives.

APPENDIX I

CLASS SPECIFICATIONS FOR ORIGINAL

ILLINOIS MENTAL HEALTH CAREER SERIES

MENTAL HEALTH WORKER I

SPEC. CODE: 7361
POSITION CODE: 26931

DISTINGUISHING FEATURES OF WORK

Under immediate supervision, applies previous training in the performance of beginning level basic therapeutic and related service tasks, as a member of a treatment team; acquires further training in various rehabilitative techniques through assisting experienced generalist and specialist personnel and through additional formal instruction; interacts with clients in daily living activities, preparing simple reports on behavior and problems encountered and insuring a properly maintained physical, social and clinical environment.

ILLUSTRATIVE EXAMPLES OF WORK

Interacts therapeutically with clients in all types of daily living activities including making beds, dressing, eating, conversing and personal hygiene; observes client behavior and prepares simple treatment plan reports; assists medical personnel as needed in performing routine nursing and physical care tasks; participates in and learns the basic techniques of various behavioral modification programs; attempts to stimulate client involvement in ward government, ward maintenance and various individual and group activities as part of the planned treatment programs; assists higher level staff in establishing and maintaining community contacts as part of an overall community plan; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of high school, supplemented by successful completion of the approved training program for the class.

Experience

Requires completion of the traineeship as a Mental Health Worker Trainee I.

Significant Responsibilities

Requires ability to maintain a sympathetic and therapeutic attitude toward mental clients.

Requires ability to apply training experience to current situations.

Requires ability to understand and apply routine therapeutic and physical care techniques.

MENTAL HEALTH WORKER II

SPEC. CODE: 7362
POSITION CODE: 26932

DISTINGUISHING FEATURES OF WORK

Under general supervision, performs a variety of responsible therapeutic and related service tasks as a member of a treatment team; interacts knowledgeably with clients in assigned phases of prevention, control, intake, care, treatment, rehabilitation, or after-care programs; provide assistance to generalist and specialist personnel, and participates actively in team conferences regarding client evaluations and programs; observes, summarizes, and reports on client behavior and progress; assists in the orientation and guidance of less experienced staff.

ILLUSTRATIVE EXAMPLES OF WORK

Utilizes multiple skills in interacting with clients and reacts in a rehabilitative manner to behavior patterns manifested; contributes significantly to the development and implementation of the client treatment plan; summarizes information gathered by Level I staff for presentation of the team and other program areas of the unit; provides orientation, guidance, and training on rehabilitative techniques and programs to less experienced staff; assists professional staff in individual and group therapy sessions and other activities; functions both independently and with other team members and unit personnel in the implementation of all mental health community services; performs follow-up services for clients including home visits and consultations with aftercare facilities; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of high school, supplemented by successful completion of the approved training program for the class.

Experience

Requires one year of experience in the field of mental health.

Significant Responsibilities

Requires ability to relate therapeutically to mental clients.

Requires ability to recognize potential problems in mental clients requiring a modification in the treatment plan.

Requires ability to prepare reports on client behavior and progress.

MENTAL HEALTH WORKER III

SPEC. CODE: 7363
POSITION CODE: 26933

DISTINGUISHING FEATURES OF WORK

Under direction serves in an established organizational role of expertise and leadership in a functional area of programming within the unit; has responsibility for the delivery of specific services or activities calling for substantial amounts of staff direction, guidance, and training; works with clients on an experienced level to provide therapeutic activities which have been developed to meet their needs; assists higher level personnel in the development of social, group and milieu programs; provides training for less experienced workers and may supervise a small staff.

ILLUSTRATIVE EXAMPLES OF WORK

Delivers advanced level services and provides leadership in an assigned functional area of the total unit program, such as training, treatment, research and evaluation and aftercare; evaluates information and data from assigned program and recommends modifications where indicated; acts as a consultant and assistant to higher level staff for program development and implementation; initiates various contacts within the community to explain programs and secure cooperation and acceptance of the goals of the unit; serves as instructor in specific inservice training for less experienced staff; develops original data collection forms and special report formats for use in research and evaluation; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of high school, supplemented by successful completion of the approved training program for the class.

Experience

Requires two years of experience in the field of mental health, or, completion of the traineeship as a Mental Health Worker Trainee II.

Significant Responsibilities

Requires ability to provide training and leadership to less experienced staff.

Requires ability to evaluate and deal effectively with problem situations relating to client rehabilitation.

Requires ability to explain and interpret program to community groups.

MENTAL HEALTH WORKER IV

SPEC. CODE: 7364
POSITION CODE: 26934

DISTINGUISHING FEATURES OF WORK

Under general supervision, functions at a beginning professional level in a facility-based or community program featuring a team approach to mental health services; applies a variety of disciplinary methods to the analysis and diagnosis of client problems and implements an appropriate treatment approach; evaluates client responses and behavioral patterns, and makes adjustments where indicated; administers basic professional level therapeutic services in such areas as psychology, social service, rehabilitation counseling, activity therapy, etc.; furthers personal development in the mental health field through participation in inservice formal training programs and on-the-job work experience; teaches specialized skills to co-workers.

ILLUSTRATIVE EXAMPLES OF WORK

Applies basic professional techniques in the analysis and evaluation of mental clients and assists in the structuring of therapeutic activities designed to meet their needs; observes clients in their group relationships and records changes in attitudes and behavior which may indicate a need for modification of the treatment plan; works with other team members regarding specific problems of individual clients and makes recommendations for new approaches; works directly with clients in providing professional therapeutic services, such as activities, group therapy, vocational counseling, etc.; consults with family, friends, and members of the community to develop effective aftercare services for clients; assists in the development and implementation of a community mental health education program; assists in the overall development and training of other staff; attends classes, seminars, etc., to enhance professional development; performs other duties as required.

DESIRABLE REQUIREMENTS

Certifications

Requires certification by the Department of Mental Health that all

training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to four years college, supplemented by successful completion of the approved training program for the class.

Experience

Requires completion of the traineeship as a Mental Health Worker Trainee III, or, equivalent experience or education in the field of mental health to permit functioning at the class level.

Significant Responsibilities

Requires ability to comprehend and evaluate complex factors relating to the cause and treatment of mental problems.

Requires ability to maintain and encourage a therapeutic approach to the rehabilitation of mental clients.

Requires ability to assist and work cooperatively with team members.

MENTAL HEALTH WORKER V

SPEC. CODE: 7365
POSITION CODE: 26935

DISTINGUISHING FEATURES OF WORK

Under direction, performs experienced professional staff level rehabilitative work in a facility-based or community program featuring a team approach to mental health services or assists in applying multiple skills in the development and implementation of therapeutic team plans to meet the needs of mental clients; provides training and assistance to less experienced staff in understanding behavioral problems and in developing their rehabilitative skills or assists in the management of the team by assuming various leadership and administrative duties; deals knowledgeably in the development and effectuation of community mental health programs; functions in a variety of capacities within the unit or team requiring a skilled and professionally oriented Mental Health Worker.

ILLUSTRATIVE EXAMPLES OF WORK

Develops, implements and directs comprehensive team treatment planning for mental clients or consults with and guides other team members in the evaluation and modification of services to insure that team objectives are met; delivers the more intensive therapeutic techniques calling for advanced skill when indicated for the more serious and difficult client problems or assumes major responsibility for both formal and on-the-job training of team members; directs other workers on their relationships with clients; assists in evaluating staff and in coordinating team activities with other unit programs; performs responsible promotional work within the community to gain support and cooperation for team and unit goals; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to four years college, supplemented by successful completion of the approved training program for the class.

Experience

Requires one year of experience at the Mental Health Worker IV level.

Significant Responsibilities

Requires ability to apply multiple skills and approaches to the rehabilitation of mental clients.

Requires ability to exercise leadership and direction to less experienced staff.

Requires ability to deal effectively with the more difficult client problems.

MENTAL HEALTH WORKER VI

SPEC. CODE: 7366
POSITION CODE: 26936

DISTINGUISHING FEATURES OF WORK

Under general direction, supervises a team of Mental Health Workers engaged in providing comprehensive rehabilitative services in both facility-based and community mental health programs; exercises major responsibility for the development and implementation of treatment and therapeutic plans for an assigned group of clients; directs the relationship of the team to the rest of the unit and facility organization and the community; evaluates the effectiveness of the total team services, as well as the contributions of the individual members; assists unit and program administrators in program evaluation and policy decisions; personally assumes charge of the more complex client problems; trains team members and arranges for further staff development activities.

ILLUSTRATIVE EXAMPLES OF WORK

Plans, assigns, and coordinates the activities of a team of Mental Health Workers engaged in the rehabilitation of mental clients; directs the development and implementation of treatment plans to meet client needs; schedules and leads team meetings to interview and evaluate clients, to discuss team management matters, and to evaluate overall effectiveness of services; assists in the planning of inservice training and participates as an instructor; consults with community groups to encourage the development of various preventive, control,

and aftercare programs; confers with superiors on administrative matters; directs the compilation of information and data for research and evaluation; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of a Master's degree in one of the behavioral sciences, supplemented by successful completion of the approved training program for the class.

Experience

Requires completion of the traineeship as a Mental Health Worker Trainee IV, or, equivalent experience or education in the field of mental health to permit functioning at the class level.

Significant Responsibilities

Requires ability to plan, direct, and coordinate team members in a variety of client care and rehabilitation activities.

Requires ability to evaluate team effectiveness and implement modifications to services when indicated.

Requires ability to integrate team activities with other services in the unit and facility.

Requires ability to prepare, review, and evaluate comprehensive reports, and communicate effectively with other staff at all levels in the facility and community.

MENTAL HEALTH WORKER VII

SPEC. CODE: 7367
POSITION CODE: 26937

DISTINGUISHING FEATURES OF WORK

Under administrative direction, (A) directs the total functioning of two or more teams engaged in rehabilitative services in facility based or community mental health programs; provides administrative direction and support to the teams; evaluate services and initiates changes in the organization and planning of services; or (B) functions in a staff relationship to all teams within a unit for a major program area such as care and treatment, community services, training or research and evaluation; formulates and develops the assigned program and directs its implementation throughout the unit;serves as a consultant and advisor to all team leaders and members in all aspects of the program;

coordinates area of responsibility with other major programs and assists in the administration of the unit.

ILLUSTRATIVE EXAMPLES OF WORK

(A) Directs and coordinates two or more teams comprised of Mental Health Workers and performing rehabilitative services for mental clients; consults with team leaders on specific problems affecting team activities as well as the evaluation of total team services; assumes charge of new or problem areas of team functioning when necessary; oversees staff training and development activities; assists in the administrative processes within the total unit.
(B) Drafts policy and procedural guidelines for assigned unit program; oversees the administration and evaluation of services; influences the acceptance of program goals and maintenance of performance standards throughout the unit organization; consults with team members on problem areas and continually evaluates service effectiveness; maintains important programmatic liaisons within the facility, the Department, and the community; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of a Master's degree in one of the behavioral sciences, supplemented by successful completion of the approved training program for the class.

Experience

Requires two years experience at the Mental Health Worker VI level.

Significant Responsibilities

Requires ability to integrate administrative and rehabilitative policies into an effective therapeutic program for mental clients.

Requires ability to establish and maintain influencial relationships with facility staff and community representatives.

Requires ability to evaluate team services and effectiveness and initiate corrective measures as indicated.

Requires ability to plan and administer training programs to unit staff.

Requires ability to supervise and coordinate both professional and non-professional staff.

MENTAL HEALTH WORKER VIII

SPEC. CODE: 7368
POSITION CODE: 26938

DISTINGUISHING FEATURES OF WORK

Under administrative direction, performs highly responsible and varied administrative functions as the assistant director of a mental health unit comprising fully integrated rehabilitative and support services; shares the administrative direction of the unit by specializing in particular areas or by providing overall management assistance; coordinates and participates in staff development activities; assists in developing policy and strategy positions and represents the unit in executive meetings; serves on various facility-wide committees to plan and improve services; promotes and maintains important administrative liaisons within the facility, the Department, and the community.

ILLUSTRATIVE EXAMPLES OF WORK

Plans, organizes, and directs both program and support activities within the unit; provides policy and procedural guidance and general management decisions for daily unit operations; schedules and chairs unit administrative meetings to discuss plans, problem areas, and program effectiveness; recruits and hires staff and oversees the implementation and results of inservice training activities; assists unit director in long-range planning activities and makes recommendations regarding the extension or modifications of the unit's services; coordinates the activities undertaken by the unit to strengthen community contacts and acts as a high level consultant in the development of community programs; attends State and national conventions and otherwise keeps abreast of developments in the field of mental health; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of a Master's degree in one of the behavioral sciences, supplemented by successful completion of the approved training program for the class.

Experience

Requires four years of experience at the Mental Health Worker VI level or above.

Significant Responsibilities

Requires ability to provide administrative leadership to both program and support areas of a fully integrated rehabilitation unit.

Requires ability to draft policy and strategy positions to help achieve unit goals.

Requires ability to integrate facility and departmental policy into unit programs and goals.

MENTAL HEALTH WORKER IX

SPEC. CODE: 7369
POSITION CODE: 26939

DISTINGUISHING FEATURES OF WORK

Subject to administrative approval, performs a full range of highly responsible administrative functions as the director of a mental health unit comprising fully integrated rehabilitative and support services; bears responsiblity for the design, direction, and administration of programs of therapeutic services to mental clients in line with broad departmental philosophies; arranges for outside services as needed for the realization of unit goals; directs the unit's relationships with other units and services within the facility and in the community; serves on the executive management committee and assists in the administrative processes of the facility.

ILLUSTRATIVE EXAMPLES OF WORK

Administers an integrated rehabilitative unit featuring treatment teams and various support services; establishes goals for both facility-based and community programs and continually monitors program results; formulates administrative policy within the unit and coordinates with overall facility and departmental policy; consults and influences facility, departmental, and outside officials regarding needed support and cooperation for unit activities; analyzes unit requirements for staff, facilities, and equipment and presents recommendations to superiors; participates in important facility-wide administrative functions such as program evaluation, budget review, and policy development; performs other duties as required.

DESIRABLE REQUIREMENTS

Certification

Requires certification by the Department of Mental Health that all training and other qualifications needed for performance at the class level have been met subject to the final approval of such a recommendation by the Department of Personnel.

Education

Requires knowledge, skill, and mental development equivalent to completion of a Master's degree in one of the behavioral sciences;

supplemented by successful completion of the approved training program for the class.

Experience

Requires six years of experience at the Mental Health Worker VI level or above.

Significant Responsibilities

Requires ability to administer all phases of a major rehabilitative unit featuring both therapeutic and support programs.

Requires ability to interpret and integrate facility and departmental policies into unit programs and goals.

Requires ability to develop and implement effective programs of client rehabilitation and care.

Requires ability to provide for the training and career development of unit staff.

Requires ability to coordinate total unit programs with other facility and community services.

APPENDIX II

CLASS SPECIFICATIONS FOR REVISED ILLINOIS MENTAL HEALTH CAREER SERIES IMPLEMENTED AUGUST 1971

The results of the comprehensive classification study undertaken by Ernst and Ernst of all jobs within the Department of Mental Health became effective on August 1, 1971. The study had begun in December of 1969 when initial interviews about organization and problem areas were conducted with departmental and facility management. In March of 1970, job questionnaires were filled out by the 23,000 Mental Health employees to obtain specific information about job content to classify and bring jobs up-to-date. All questionnaires were studied and, in addition, interviews were conducted on a 12% sample of the jobs to verify and clarify the information.

The task of determining the proper classification for each job and revising or drawing up totally new classification titles took the consulting firm from June until December of 1970. These recommendations were presented to the State in January of 1971. These recommendations for specific jobs and new and revised titles were based solely on the duties which employees were actually performing at the time they submitted their questionnaire.

An extensive review of the recommendations was completed by groups at all levels in both the Department of Mental Health and the Department of Personnel, as well as in organizations outside the Department. Included in the review process were a Central Office Control Committee, a Classification Advisory Committee (including employees at many levels) in each facility, and employee and professional organizations.

The class titles were reviewed and finalized and the Facility Advisory Committee updated the descriptions of individual jobs where changes in duties had taken place since the questionnaires were submitted in March of 1970. The facility Personnel Officers coordinated this phase of the study, which was completed to meet an effective date of August 1, 1971.

The implementation of the new classification system required changes in the position code numbers of the 23,000 employees of the Department. Approximately 13,000 positions were reclassified and 9,000 persons placed within the career series.

The employees placed in this series were those who were formerly classified as Psychiatric Aides, Child Care Aides, Activity Program Aides, Mental Health Program Workers, Child Care Workers, some Welfare Executives, plus some other employees who were functioning as generalists.

Although this study was primarily concerned with classification problems and not the salary structure, 9,000 employees were placed in higher pay grades, and received salary increases. Positions allocated downward

totalled only 495 and none of these employees will have their salaries changed for the first year, thereby allowing the employees the opportunity to take examinations for other positions if they wish to advance to higher positions.

A second support service series was simultaneously implemented. In this category were jobs formerly classified as Dietary Worker, Laundry Worker, Institution Service Worker, Housekeeper and Clothing Service Aide. These titles had been limited to one or a very few levels, allowing for little or no advancement opportunity.

The new Support Service Series recognizes that different levels of responsibility exist in this area and allows for three levels of worker and two levels of supervisor. Approximately 3,000 employees have been classified into this support service series.

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN TRAINEE I

SPEC. CODE: 6644
POSITION CODE: 26940

DISTINGUISHING FEATURES OF WORK:

Under immediate supervision, for a period not to exceed six months, receives instruction and training in caring for the mentally ill or mentally retarded; attends formal classes for instruction in routine nursing practices and techniques and to gain an elementary understanding of the causes, nature, and treatment of mental illness or mental retardation; performs routine tasks in caring for the mentally ill or mentally retarded.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Receives formal and on-the-job training in the basic elements of nursing care, first aid and personal hygiene; assists in caring for the mentally ill and mentally retarded by providing required personal care services; assists in maintaining a safe, clean and orderly unit or ward environment; learns to observe patients, report on their behavior and interact with them in a positive manner; performs other duties as required or assigned.

REQUIREMENTS:

Requires previous education, training or experience which indicates possession of the understanding required to care for and assist the mentally ill or mentally retarded, and the ability to acquire the skills necessary to provide basic personal and nursing care services and participate in programs of care, treatment and development.

Salary Range: $371.00 -- $502.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN TRAINEE II

SPEC. CODE: 6645
POSITION CODE: 26941

DISTINGUISHING FEATURES OF WORK:

Under immediate supervision, for a period not to exceed six months, receives instruction and training in beginning level therapeutic techniques for the treatment and rehabilitation of the mentally ill or mentally retarded; attends formal classes in order to gain an understanding into the nature and causes of mental illness and mental retardation and to acquire the skills that are necessary to assist in the implementation of treatment and development programs; participates as a member of a treatment team.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Receives formal and on-the-job training in the application of fundamental therapeutic techniques in the treatment and development of the mentally ill or mentally retarded; assists in the implementation of treatment team programs; participates in social and recreational activities; provides patients with required personal care services; performs other duties as required or assigned.

REQUIREMENTS:

Requires knowledge, skill and mental development equivalent to two years of college with courses in the behavioral sciences, and the ability to acquire the necessary skills required to apply basic therapeutic techniques in the treatment and development of the mentally ill or mentally retarded.

Salary Range: $461.00 -- $626.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN I

SPEC. CODE: 6647
POSITION CODE: 26936

DISTINGUISHING FEATURES OF WORK:

Under immediate supervision, performs beginning level duties on a unit, ward or cottage for the care, treatment and development of the mentally ill or mentally retarded; assists in providing physical care services and develops skills in care, treatment, development and rehabilitation; or performs beginning level duties in assisting in the implementation of Activity Therapy programs by participating in planned recreational, industrial and social activities.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Performs beginning level duties assisting in the care, treatment and development of the mentally ill or mentally retarded.

2. Assists in providing necessary personal care services including bathing, feeding, dressing and other general care activities.

3. Assists professional therapists by performing beginning level activity program duties; leads patients and participates in various recreational, industrial and social activities; advises supervisor and professional therapists of patients' behavior and reactions to programs; assists in the maintenance of activity supplies and equipment.

4. Escorts patients to dining areas, recreational activities, rehabilitation and medical service areas and other units within the institution.

5. Receives training in and carries out a variety of beginning level procedures and techniques in the care, treatment and development of the mentally ill or mentally retarded; observes patients' behavior and interacts with them in order to promote their rehabilitation and development; may participate as a member of a patient treatment team.

6. Under supervision, takes temperature and pulse, gives oral medication, and performs other simple nursing procedures.

7. Assists in maintaining assigned area in a safe, clean and orderly condition; performs housekeeping functions and supervises patients in general housekeeping activities.

MENTAL HEALTH TECHNICIAN I (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

8. Assists in the maintenance of patients' clothing, and unit supplies and equipment; prepares ward records.

9. Performs other duties as required or assigned.

REQUIREMENTS:

Requires successful completion of an approved training course at the Mental Health Technician Trainee I level indicating the possession of skills required to provide basic personal and nursing care services for the mentally ill or mentally retarded and to participate in programs of care, treatment and development.

Salary Range: $391.00 -- $530.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN II

SPEC. CODE: 6648
POSITION CODE: 26937

DISTINGUISHING FEATURES OF WORK:

Under direct supervision, performs duties on a unit, ward or cottage for the care, treatment and development of the mentally ill or mentally retarded; provides required personal care services and carries out procedures and techniques geared toward treatment, development and rehabilitation; or carries out a portion of Activity Therapy programs by supervising and participating with patients in recreational, industrial and social activities.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Provides required personal care services for patients such as bathing, feeding and dressing; teaches patients how to care for themselves and assists in their development of daily living habits regarding cleanliness, personal hygiene, table manners, etc.

2. Talks with, motivates and encourages patients in order to promote their development and treatment; participates in the implementation of established treatment and development programs; observes patients and reports their behavior and reactions to professional staff members; may participate as a member of a treatment team.

3. Assists professional therapists in carrying out a portion of Activity Therapy Programs; supervises and participates in recreational, industrial and social activities; informs supervisor and professional therapists of patients' behavior and reactions to programs; provides guidance to less experienced Mental Health Technicians assigned to program; maintains equipment, supplies and facilities.

4. Escorts patients to recreational activities and other areas of the institution.

5. Provides simple nursing care such as administering medications and routine treatment procedures as specified by a physician or registered nurse.

MENTAL HEALTH TECHNICIAN II (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

6. Assists in maintaining assigned area in a safe, clean, and orderly condition; performs housekeeping functions and supervises patients in general housekeeping activities; assists in maintaining clothing and unit supplies and equipment; prepares ward and patient records.

7. Assists with the on-the-job training of less experienced Mental Health Technicians.

8. May supervise a unit in the absence of the supervisor.

9. Performs other duties as required or assigned.

REQUIREMENTS:

Requires one year of experience such as could be gained at the Mental Health Technician I level and completion of such training as may be required by the Department of Mental Health.

Salary Range; $436.00 -- $591.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN III

SPEC. CODE: 6649
POSITION CODE: 26938

DISTINGUISHING FEATURES OF WORK:

Under direct supervision, typically of professional personnel, assists in the implementation of programs for the treatment, development, and rehabilitation of the mentally ill and mentally retarded by performing a variety of therapeutic activities; interacts with patients and participates actively in the development of social milieu and the implementation of treatment team programs; or assists professional therapists in planning and carrying out activity therapy programs designed to meet the treatment and development needs of patients.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Assists in the treatment, development and rehabilitation of the mentally ill or mentally retarded by participating in the implementation of established therapeutic programs.

2. Interacts with patients on a ward or unit in order to encourage and motivate them and promote their treatment and development.

3. Assists professional therapists in planning and designing various recreational, industrial and social programs formulated to meet the treatment and development needs of patients; provides guidance to lower level Mental Health Technicians and supervises planned Activity Therapy programs; observes patients' behavior and reaction to programs and makes recommendations to supervisor and professional therapists regarding modifications in programs.

4. Participates with Mental Health Specialists and other professional staff members in individual and group therapy sessions; may perform patient care and treatment duties in a community setting or aftercare facility.

5. Participates in team meetings and makes recommendations regarding evaluations, plans and programs for specific patients.

6. May provide personal services for patients and assists them in the development of personal care habits; may assist medical personnel by performing simple nursing procedures.

7. Assists in maintaining assigned area in a safe, clean and orderly condition.

MENTAL HEALTH TECHNICIAN III (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

8. Receives training and guidance in order to increase therapeutic skills.

9. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires two years of experience such as could be gained at the Mental Health Technician II level and completion of such training as may be required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to completion of two years college and successful completion of an approved training course at the Mental Health Technician Trainee II level.

Salary Range: $489.00 -- $665.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH TECHNICIAN IV

SPEC. CODE: 6650
POSITION CODE: 26939

DISTINGUISHING FEATURES OF THE CLASS:

Under the direct supervision of professional therapists performs at a paraprofessional level in assisting professional staff in providing therapeutic treatment for patients; assists supervisors and members of other professional disciplines in the development of social milieu and group programs for patients; confers with supervisor regarding problem areas, recommends treatment measures, and carries out remedial programs as developed by professional staff; may assume, under close guidance, responsibility for a patient case load.

ILLUSTRATIVE EXAMPLES OF WORK:

1. Under close supervision, may assume responsibility for a patient case load; develops, in conjunction with professional staff, treatment programs and techniques; refers complex cases to supervisor for resolution.

2. Participates in assigned areas of patient therapeutic programs; observes patient's progress, changes in condition, and changes in the relationship of patients to individual patients and groups.

3. Observes patients in all phases of daily living activities; notes problems they encounter and discusses them with supervisor in an effort to determine what remedial measures should be taken.

4. Participates and deals with patients in various activities in daily group situations in accordance with patient's interest, reactions to social activity and capacity to participate.

5. Attends regularly scheduled classes conducted by various professional disciplines; participates in training activities as well as on-the-job training to increase therapeutic skills and to become more knowledgeable in methods and techniques used in the care and rehabilitation of psychiatric patients.

6. Maintains records of patients' social and psychological progress on a behavioral level.

7. May participate as an assistant in special studies being conducted by professional staff members.

8. Performs other duties as required or assigned.

MENTAL HEALTH TECHNICIAN IV (CONT.)

REQUIREMENTS:

A. Requires one year of experience such as could be gained at the Mental Health Technician III level and completion of an approved training course;

B. Requires knowledge, skill, and mental development equivalent to two years college and successful completion of an approved training course at the Mental Health Technician Trainee II level.

Salary Range: $550.00 -- $748.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SUPERVISOR I

SPEC. CODE: 6651
POSITION CODE: 26932

DISTINGUISHING FEATURES OF WORK:

Under general supervision, supervises non-professional patient care activities for an assigned shift on a unit, ward, or cottage housing the mentally ill or mentally retarded; supervises and participates in the teaching of patients in the performance of daily living activities: supervises social and recreational activities and assists in established treatment and development programs.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Serves as the responsible charge worker on a single shift by supervising and participating in all required personal care services for the mentally ill or mentally retarded; such as bathing, feeding and dressing; teaches patients how to care for themselves and assists in the development of daily living habits regarding cleanliness, personal hygiene, table manners, etc.

2. Supervises and participates in planned recreational and social programs; observes patients and reports their behavior and reactions to professional staff members.

3. Maintains assigned area in a clean, orderly, and safe condition by supervising subordinate personnel and patients in the performance of housekeeping activities; makes recommendations regarding needed equipment and supplies.

4. Talks with, motivates, and encourages patients in order to promote their treatment and development; may participate as a member of a patient treatment team.

5. Confers with supervisor and professional staff members regarding problems, patient behavior, and assignment and scheduling of personnel.

6. Provides simple nursing care such as administering medication and routine procedures as specified by a physician or registered nurse.

7. Provides guidance and training to subordinates; evaluates performance and makes recommendations pertaining to promotions, disciplinary action, terminations, and other employee relations matters.

MENTAL HEALTH SUPERVISOR I (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

8. Maintains required reports regarding patients and unit or ward activities; participates in unit meetings.

9. Performs other duties as required or assigned.

REQUIREMENTS:

Requires two years experience such as could be gained at the Mental Health Technician II level and completion of such training as may be required by the Department of Mental Health.

Salary Range: $489.00 -- $665.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SUPERVISOR II

SPEC. CODE: 6652
POSITION CODE: 26933

DISTINGUISHING FEATURES OF WORK:

Under general supervision, responsible for supervising and coordinating non-professional patient care activities on a ward or other unit housing the mentally ill or mentally retarded during all shifts or on several units during a single shift: supervises and coordinates the work of Mental Health Technicians through intermediate supervisors.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Supervises and coordinates non-professional care activities during all shifts on a unit for the care, treatment, and development of patients who are mentally ill or mentally retarded.

2. Supervises the performance of all required personal care services for patients such as bathing, feeding, and dressing; assists Mental Health Technicians in training and teaching patients in the development of daily living habits.

3. Schedules and assigns employees to shifts; discusses work problems with shift supervisors and assists them with matters pertaining to employee relations.

4. Supervises and directs non-professional patient care activities during a single shift on a group of wards or similar units; assists supervisors in charge of units in resolving work problems.

5. Makes rounds of assigned area; inspects area and assists in assuring that area is maintained in a clean, sanitary and safe condition; helps supervisors with problems that have developed; requisitions required materials and supplies.

6. Assists in planning and supervising planned recreational and social programs; coordinates programs with those responsible for developing programs of therapy and treatment; participates in the development of programs of care and treatment; may serve as a member of a patient care team.

7. Assists in the training of Mental Health Technicians; evaluates performance and makes recommendations pertaining to promotions, disciplinary actions, terminations and other employee relations matters.

MENTAL HEALTH SUPERVISOR II (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

8. Performs other duties as required or assigned.

REQUIREMENTS:

Requires three years experience such as could be gained at the Mental Health Technician II level and completion of such training as may be required by the Department of Mental Health.

Salary Range: $549.00 -- $748.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SUPERVISOR III

SPEC. CODE: 6653
POSITION CODE: 26934

DISTINGUISHING FEATURES OF WORK:

Under direction, responsible for the supervision of all non-professional activities for the personal care, treatment, and development of patients on several units during all shifts; directs all patient care activities for a cottage or similar unit housing a large number of the mentally ill or retarded; supervises a large number of Mental Health Technicians and other required support personnel through intermediate supervisors.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Responsible for the physical care, safety, and comfort of a large number of patients; supervises and directs activities during all shifts on several units or a large cottage for the care, treatment and development of the residents who are emotionally disturbed, mentally retarded, and/or physically or sensorily handicapped.

2. Responsible for assuring that all required personal care needs of patients are met and that the area is maintained in a safe and clean manner.

3. Plans and directs the implementation of social and recreational activities.

4. Assists supervisor and professional staff members in planning, coordinating, and implementing treatment and development programs.

5. Develops work schedules and assignments for employees and supervisors.

6. Prepares or oversees the preparation of reports and records pertaining to patients and activities; requisitions supplies, requests maintenance service, and advises supervisor of area staffing and equipment needs.

7. Supervises the orientation and on-the-job training of new personnel; evaluates performance, and makes recommendations pertaining to promotion, disciplinary action, termination and other employee relations matters.

MENTAL HEALTH SUPERVISOR III (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

8. Participates in supervisory and professional meetings; conducts staff meetings with subordinates in order to discuss problems and unit programs.

9. Performs other duties as required or assigned.

REQUIREMENTS:

Requires one year supervisory experience such as could be gained at the Mental Health Supervisor II level and completion of such training as may be required by the Department of Mental Health.

Salary Range: $663.00 -- $906.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SPECIALIST TRAINEE

SPEC. CODE: 7664
POSITION CODE: 26928

DISTINGUISHING FEATURES OF WORK:

Under immediate supervision, for a period not to exceed six months, receives instruction in the application of various therapeutic methods and techniques to the analysis of patient needs and the implementation of appropriate treatment and development programs for the rehabilitation of the mentally ill or mentally retarded; attends formal classes and receives training in the areas of the causes, nature and treatment of mental illness or mental retardation; participates as a member of a patient treatment team.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Receives formal and on-the-job training in the assessment of patient needs and the development of appropriate treatment programs; participates with other team members in the implementation of established therapy and development programs; assists in the development of effective aftercare services for patients; performs other duties as required or assigned.

REQUIREMENTS:

Requires knowledge, skill and mental development equivalent to a Bachelor's degree in one of the behavioral sciences and the ability to acquire the skills necessary to evaluate the treatment and development needs of the mentally ill or mentally retarded and to design appropriate programs of treatment and rehabilitation.

Salary Range: $620.00 -- $847.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SPECIALIST I

SPEC. CODE: 7665
POSITION CODE: 12924

DISTINGUISHING FEATURES OF WORK:

Under direct supervision, functions at a beginning professional level in applying basic principles and techniques of behavioral science to the observation and treatment of the mentally ill or the development of the mentally retarded; as a member of a treatment team, engages in a variety of therapeutic activities in a facility-based or community setting in order to gain experience and achieve the objectives of the unit.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Acquires skills and applies basic professional techniques in the analysis and evaluation of patients, and assists in the development of therapeutic activities designed to meet their needs.

2. Participates with other team members in the implementation of established therapy and development programs.

3. Observes patients' behavior and reaction to programs and discusses problems and progress with more experienced Mental Health Specialists; makes recommendations regarding changes in patients' treatment programs and the need for specialized services.

4. Discusses patients' problems and needs with family members, friends, and representatives from community organizations in order to develop further insight into patients' problems and to develop effective aftercare services; may follow up on patients residing in the community in order to evaluate their adjustment and to assure that required services are provided.

5. Engages in one-to-one counselling with mentally ill patients in order to promote their psychological and social competency; works with mentally retarded children and adults in order to promote their development.

6. Participates in formal and on-the-job training programs so as to develop greater skills and knowledge of therapeutic techniques.

MENTAL HEALTH SPECIALIST I (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

7. Participates in unit meetings and makes recommendations regarding individual patients and overall unit programs.

8. Prepares and maintains required patient records.

9. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires two years experience such as could be gained at the Mental Health Technician III level and completion of such training as may be required by the Department of Mental Health.

B. Requires knowledge, skill and mental development equivalent to completion of a Bachelor's degree and successful completion of an approved training course at the Mental Health Specialist Trainee level.

Salary Range: $663.00 -- $906.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SPECIALIST II

SPEC. CODE: 7666
POSITION CODE: 26925

DISTINGUISHING FEATURES OF WORK:

Under direction, performs experienced professional rehabilitative activities in applying the principles and techniques of behavioral science to the observation and treatment of the mentally ill or the development of the mentally retarded; functions as an experienced member of a treatment team in carrying out a variety of therapeutic activities in a facility-based or community setting; provides guidance and direction to less experienced Mental Health Specialists.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Serves as a skilled and mature member of a treatment team engaged in the analysis and evaluation of patients and the development and implementation of appropriate rehabilitative programs.

2. Interviews and evaluates the treatment needs of assigned patients, and formulates and recommends appropriate treatment and development programs.

3. Leads and participates in individual and group therapy programs; observes and evaluates patients' response to programs and makes recommendations to supervisor and other team members for changes in activities and approaches.

4. Discusses patients' problems and needs with family members, friends, and representatives from community organizations in order to develop further insight into patients' problems and to develop effective aftercare services; works with individual patients in developing plans for returning to the community; follows up with patients residing in the community to evaluate their adjustment and assure that proper services are provided.

5. Applies experienced level skills and techniques in working with individual psychiatric patients in order to promote their psychological and social competency, and with mentally retarded patients in fostering their development.

6. Assists in the development of overall relations with the community; gains a knowledge of community needs and resources and assists in coordinating the institution's activities with community programs.

MENTAL HEALTH SPECIALIST II (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

7. Provides guidance and direction to less experienced Mental Health Specialists.

8. Participates in unit meetings and makes recommendations regarding individual patients and overall unit programs.

9. Prepares and maintains required patient records.

10. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires one year experience such as could be gained at the Mental Health Specialist I level and successful completion of such training as may be required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to a Master's degree and successful completion of an approved training course at the Mental Health Specialist Trainee level.

Salary Range: $753.00 -- $1034.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH SPECIALIST III

SPEC. CODE: 7667
POSITION CODE: 26926

DISTINGUISHING FEATURES OF WORK:

Under general direction, exercises a high level of skill by providing guidance and assistance to lower level Mental Health Specialists in the formulation and implementation of treatment and rehabilitation programs for the mentally ill, or developmental programs for the mentally retarded; assumes responsibility for carrying out a portion of an institution's staff training and development program; acts as a staff assistant to a major program or unit administrator.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Serves as a skilled consultant to lower level Mental Health Specialists by advising them in the formulation of treatment and development programs for mentally ill and mentally retarded patients; consults with treatment team members and assists them with problems arising out of patient rehabilitation, the development of aftercare plans, and community linkage.

2. Directs and participates in individual and group therapy programs; observes patients' response to programs and makes recommendations to supervisor and Mental Health Specialists regarding the need for modifying patients' programs.

3. Assists in the development of formal and on-the-job training programs for institution staff; may carry out a portion of an institution's training and development program; makes recommendations regarding training needs, staffing requirements and personnel evaluations.

4. Acts as a staff assistant to a major program or unit administrator; assists in the management of the program and coordinates the activities with other institution functions.

5. Acts as a consultant to community groups by working closely with community leaders in coordinating community needs and services with the facility, and in the development of prevention, control, and aftercare programs; speaks to community groups to encourage an interest in the development of community Mental Health services.

6. Directs the preparation of information and data for research and evaluation of programs.

MENTAL HEALTH SPECIALIST III (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

7. Assists in the development of unit and program policies and procedures; participates in program and unit meetings.

8. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires one year experience such as could be gained at the Mental Health Specialist II level and successful completion of such training as required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to completion of a Master's degree, one year experience such as could be gained at the Mental Health Specialist II level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $853.00 -- $1177.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR TRAINEE

SPEC. CODE: 0206
POSITION CODE: 26817

DISTINGUISHING FEATURES OF WORK:

Under direction, for a period not to exceed six months, receives training in the proper method used in supervising a multidisciplinary team engaged in the observation, treatment, development, and rehabilitation of the mentally ill or mentally retarded; receives training in modern techniques used in formulating and implementing patient treatment and development plans.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Receives training in proper methods used in planning, directing, and evaluating the activities of a multidisciplinary team composed of Mental Health Specialists and/or other professional and non-professionals engaged in the observation, treatment, development, and rehabilitation of the mentally ill or mentally retarded.

2. Receives training in techniques used in formulating and implementing therapeutic treatment and development plans to meet patient needs.

3. Participates in patient treatment programs as an observer and conductor of individual evaluation and therapy sessions.

4. Participates in team meetings to discuss team related problems and activities.

5. Observes and participates in meetings with community groups to encourage and facilitate development of various preventative, control, or aftercare programs.

6. Performs other duties as required or assigned.

REQUIREMENTS:

Requires knowledge, skill and mental development equivalent to completion of a Master's degree in one of the behavioral sciences.

Salary Range: $800.00 -- $1097.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR I

SPEC. CODE: 0207
POSITION CODE: 26811

DISTINGUISHING FEATURES OF WORK:

Under general direction, supervises and participates in the activities of a multidisciplinary team engaged in the observation, treatment, development and rehabilitation of the mentally ill or mentally retarded in either a residential or other incare unit or a program of outcare and community linkage. Exercises responsibility for the formulation and implementation of treatment or development plans for assigned patients. Personally assumes charge of the more complex patient problems. Consults, as necessary, with higher level administrators, assists them in program evaluation and policy development, and coordinates unit activities with disciplinary specialists.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Plans, directs, and evaluates the activities of a multidisciplinary team composed of Mental Health Specialists and/or other professionals and non-professionals engaged in the observation, treatment, development and rehabilitation of the mentally ill or mentally retarded; supervises patient care, treatment, and development in one unit or ward at a facility or at a location within the community.

2. Supervises the formulation and implementation of specific therapeutic treatment and development plans to meet patient needs; works closely with treatment team members in evaluating therapeutic plans.

3. Directly participates in patient treatment programs by conducting individual evaluation and therapy of more complex cases or by intervening in community crisis situations.

4. Conducts regular team meetings to discuss team management matters and individual treatment approaches, to present new methods and techniques of patient evaluation and treatment, and to interview and evaluate patients.

5. Directs the relationship of the team with other patient treatment units or special staff services at the facility and with agencies and organizations in the community served; recognizes the need for and consults with disciplinary specialists.

6. Consults with community groups as necessary to encourage and facilitate development of various preventative, control, or aftercare programs.

MENTAL HEALTH ADMINISTRATOR I (CONT.)

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES: (CONT.)

7. Assists in planning and developing of in-service training programs for Mental Health Specialists and Technicians; provides orientation of new personnel and conducts on-the-job training.

8. Confers with higher level administrators on administrative matters, program evaluation, policy development, more complex patient treatment matters, and assignment and scheduling of personnel.

9. Directs the preparation of reports for program evaluation and research; evaluates performance of subordinates and makes recommendations pertaining to promotions, staffing requirements, training needs, and other personnel matters.

10. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires three years experience such as could be gained at the Mental Health Supervisor III level and successful completion of such training as required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to completion of a Master's degree, one year of experience such as could be gained at the Mental Health Specialist II level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $853.00 -- $1177.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR II

SPEC. CODE: 0208
POSITION CODE: 26812

DISTINGUISHING FEATURES OF WORK:

Under administrative direction, directs the overall functioning of two or more multidisciplinary treatment teams engaged in the treatment, development, and rehabilitation of the mentally ill or mentally retarded or administers a fully integrated program within a major treatment unit of a State institution or zone center. Supervises and coordinates the work of professional and non-professional staff members and exercises major responsibility for the formulation and implementation of treatment programs for assigned patients.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Plans, directs, and evaluates the activities of lower level Mental Health Administrators, Specialists and/or other professionals and non-professionals engaged in the observation, treatment, development, and rehabilitation of mentally ill or mentally retarded patients; directs all patient care, treatment and development in two or more units or wards at a facility or at a location within the community.

2. Directs a fully integrated program, such as a pavillion, catchment area, planning area, etc., within a major institutional treatment unit for the treatment and rehabilitation of the mentally ill or mentally retarded.

3. Plans and directs the formulation and implementation of therapeutic treatment and development programs and activities to meet patient needs; evaluates therapeutic services provided, and initiates changes in programs and plans.

4. Provides administrative direction and support to subordinates; implements facility policies and interprets and enforces all facility and departmental rules and regulations; consults with immediate subordinates on specific problems affecting patient treatment.

5. Conducts regular meetings with subordinates to discuss administrative matters, to determine progress of therapeutic services, and to present new approaches to patient evaluation, treatment, or organization of services provided.

6. Coordinates the relationships of the units or program with other subzones, programs, or services at the facility or at other Mental Health facilities; promotes and maintains required administrative liaison with local community agencies and organizations.

MENTAL HEALTH ADMINISTRATOR II (CONT.)

7. Participates in planning, developing and implementing in-service training programs for Mental Health Specialists, Supervisors, and Technicians; directs and supervises staff development in coordination with an in-service training program.

8. Provides, as necessary, consultation and technical assistance to community groups in the planning, development, and presentation of Mental Health educational programs.

9. Participates with higher level administrators on administrative matters and program development and evaluation; makes recommendations about staffing requirements, organization, and other personnel matters; attends periodic management meetings.

10. Directs the preparation of periodic reports for program evaluation and research; prepares, as necessary, reports on new patient treatment or development approaches and results.

11. May participate in the screening, diagnosis, and treatment or development of individual patients.

12. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires two years experience such as could be gained at the Mental Health Specialist III level and successful completion of such training as required by the Department of Mental Health or

B. Requires one year experience such as could be gained at the Mental Health Administrator I level and successful completion of such training as required by the Department of Mental Health or

C. Requires knowledge, skill, and mental development equivalent to a Master's degree, one year experience such as could be gained at the Mental Health Specialist III level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $975.00 -- $1341.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR III

SPEC. CODE: 0209
POSITION CODE: 26813

DISTINGUISHING FEATURES OF WORK:

Under administrative direction performs highly administrative functions as director of the total incare or outcare program of a subzone or other major fully integrated treatment unit or directs a treatment unit which is primarily oriented toward inpatient or outpatient services. Directs and coordinates the functioning, through intermediate supervisors, of professional and non-professional staff. Exercises major responsibility for the formulation, organization and implementation of treatment plans for assigned patients. May act as overall line assistant to the director of a subzone or major treatment unit.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Plans, organizes, and administers the activities of lower level Mental Health Administrators, Specialists, and other professionals and non-professionals engaged in the rehabilitation of the mentally ill or mentally retarded; directs all patient treatment, development and rehabilitation functions in a major portion of a subzone program, either at a facility or at several locations within the community.

2. May act as overall line assistant to the director of a subzone or fully integrated major treatment unit within a facility or zone center.

3. Plans and directs the formulation and implementation of program goals and therapeutic treatment and development approaches and activities; monitors, evaluates, and initiates changes in therapeutic program goals, programs and services.

4. Determines, recommends, and institutes necessary organization arrangements and staffing requirements to meet program goals; develops and administers methods and procedures to insure achievement of program goals and the maintenance of services provided.

5. Formulates, recommends, and implements administrative policy for a major segment of a subzone or for a moderate-sized treatment program, in accord with overall facility and departmental policies.

MENTAL HEALTH ADMINISTRATOR III (CONT.)

6. Conducts periodic meetings with subordinate personnel to discuss administrative matters, to determine progress of therapeutic services, and to present new or modified goals and approaches to patient evaluation, treatment or organization of services provided.

7. Coordinates the relationship of the subzone segment or program with other subzones, programs, or services at the facility; serves as liaison to community and State agencies for the purpose of planning and coordinating available resources.

8. Directs the recruitment, screening, placement, and evaluation of subordinate professional and subprofessional personnel; may contribute significantly to the planning and development of the overall in-service training program at the facility.

9. Serves on facility management committee and participates in administrative functions such as program evaluation, budget review, and policy development; may assist in planning treatment programs and support activities for an entire subzone.

10. Directs the preparation and maintenance of records and reports for program evaluation and research; prepares analytical reports on new patient treatment or development approaches, or on modified organizational and liaison arrangements which will contribute to program effectiveness.

11. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires two years experience such as could be gained at the Mental Health Administrator II level and successful completion of such training as required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to completion of a Bachelor's degree, one year experience such as could be gained at the Mental Health Administrator II level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $1198.00 -- $1654.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR IV

SPEC. CODE: 0210
POSITION CODE: 26814

DISTINGUISHING FEATURES OF WORK:

Subject to administrative approval, performs a full range of highly responsible administrative functions as director of a subzone or major fully integrated treatment unit within an institution or zone center. Directs both incare and outcare treatment, development, and rehabilitation of the mentally ill, both at a facility and within the community. Assumes line responsibility for the direction and coordination of non-professional and professional staff through intermediate administrators and other professionals. Exercises major responsibility for the formulation and implementation of subzone or program goals, policies, organization, and treatment approaches. May act as assistant to the director of a very large subzone in the Chicago Area Zone.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Acts as director of a subzone or major fully integrated treatment unit, including incare, transitional management, outcare, community services, and support services, at an institution or zone center; directs the activities of lower level professionals and non-professionals engaged in the treatment, development, and rehabilitation of the mentally ill; directs all treatment and rehabilitation of a large number of patients both at the facility and within the community.

2. Develops, recommends, and establishes all goals for both facility based and community programs; conducts or directs the conduct of evaluative studies to determine program operation and success in accomplishing goals; determines and institutes necessary reporting, techniques, organization arrangements, and staffing requirements to meet program goals; develops and recommends requirements for additional facilities and equipment.

3. Formulates and institutes administrative policy within the subzone or program, and coordinates same with overall facility and departmental policies; interprets departmental policies, regulations, and procedures to subordinates and to outside officials and professional and public groups.

MENTAL HEALTH ADMINISTRATOR IV (CONT.)

4. Coordinates the relationship of the subzone or program with other subzones, programs, or services at the facility or at other Mental Health facilities; consults with and influences facility, departmental, and outside agencies and officials regarding needed support and cooperation for fulfillment of subzone or program goals.

5. Directs the planning, development and implementation of in-service training programs for Mental Health Specialists, Supervisor, and Technicians within the subzone or program: contributes to new training techniques, approaches, and content.

6. Serves on facility management committees: contributes substantially to facility-wide administrative functions such as program evaluation, budget review, and policy development; assists in the planning of treatment programs and support activities for the entire facility; may contribute to program development and evaluation at the departmental level.

7. Develops and implements research and evaluation activities in the subzone or program to improve existing treatment programs and to develop new ones in conjunction with outside research facilities and professional groups.

8. Reviews and evaluates reports of subordinate personnel about patient population, movement, treatment programs, and effectiveness; prepares reports and recommendations to superior about changes in treatment goals and programs.

9. May act as overall line assistant to the director of a very large subzone within the Chicago Area Zone.

10. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires two years of experience such as could be gained at the Mental Health Administrator III level and successful completion of such training as required by the Department of Mental Health or

B. Requires knowledge, skill, and mental development equivalent to completion of a Master's degree, one year of experience such as could be gained at the Mental Health Administrator III level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $1484.00 -- $2056.00

STATE OF ILLINOIS
DEPARTMENT OF PERSONNEL

MENTAL HEALTH ADMINISTRATOR V

SPEC. CODE: 0211
POSITION CODE: 26815

DISTINGUISHING FEATURES OF WORK:

Subject to administrative approval, performs a full range of highly responsible administrative functions as director of a large-sized subzone in the Chicago Area. Exercises management responsibility for the direction and coordination of a large group of professionals and non-professionals. Has overall responsibility for the formulation and implementation of subzone goals, policies, organization and treatment approaches.

ILLUSTRATIVE EXAMPLES OF POSITION DUTIES:

1. Acts as director of a large-sized subzone in the Chicago Area with responsibility for planning, organizing, administering, and evaluating the activities of all lower level Mental Health Administrators, Specialists, and other professionals and non-professionals engaged in the treatment, development and rehabilitation of the mentally ill; directs all treatment and rehabilitation of all the patients within the subzone.

2. Develops, recommends, and establishes all goals for the subzones; conducts or directs the conduct of evaluative studies to determine program operation and success in accomplishing goals; determines and institutes necessary reporting, techniques, organization arrangements, and staffing requirements to meet program goals; develops and recommends requirements for additional facilities and equipment.

3. Formulates and institutes administrative policy within the subzone, and coordinates same with overall facility and departmental policies; interprets departmental policies, regulations, and procedures to subordinates and to outside officials and professional and public groups.

4. Coordinates the relationship of the subzone with other subzones, programs, or services; consults with and influences facility, departmental, and outside agencies and officials regarding needed support and cooperation for fulfillment of subzone goals.

5. Directs the planning, development and implementation of in-service training programs for Mental Health Specialists, Supervisors, and Technicians within the subzone; contributes to new training techniques, approaches, and content.

MENTAL HEALTH ADMINISTRATOR V (CONT.)

6. May serve on facility management committees relative to program evaluation, budget review, and policy development; may contribute to program development and evaluation at the departmental level.

7. Develops and implements research and evaluation activities in the subzone to improve existing treatment programs and to develop new ones in conjunction with outside research facilities and professional groups.

8. Reviews and evaluates reports of subordinate personnel about patient population, movement, treatment programs, and effectiveness; prepares reports and recommendations to superior about changes in treatment goals and programs.

9. Performs other duties as required or assigned.

REQUIREMENTS:

A. Requires three years of experience such as could be gained at the Mental Health Administrator III level and successful completion of such training as required by the Department of Mental Health or

B. Requires knowledge, skill and mental development equivalent to completion of a Master's degree, two years of experience such as could be gained at the Mental Health Administrator III level, and successful completion of such training as required by the Department of Mental Health.

Salary Range: $1866.00 -- $2597.00

APPENDIX III-A

PUBLIC SERVICE INSTITUTE OF NORTH AMERICA

STUDY FORM NO. 1

Mr. / Mrs. / Miss — Last Name — First Name — Middle Initial

Department (or Agency, Commission, or Board)

Classification (or official title)

Divisional Unit or Institution

Working Title

Sub-unit or Section of Division or Institution

Usual Work Schedule:

	From	To
Man.		
Tue.		
Wed.		
Thur.		
Fri.		
Sat.		
Sun.		
On call:		

Length of lunch period _____

Total hours worked per week: _____

Rotating shifts (explain) _____

Location of Work or Headquarters

Work is:
Full time ___ Part time ___ Year around ___ Seasonal ___

Maintenance received in addition to cash salary: _____

Please describe your work. What do you actually do? Please give examples of tasks you perform in sentences beginning with "I" — for example, "I operate a milling machine," or "I type correspondence." Try to use action verbs wherever possible. Please include all significant tasks you perform as part of your job. In the column at left opposite each task, please indicate the approximate percentage of your total time at work that is taken up with that task.

% of total time	TASKS PERFORMED	Leave this space blank

Name and title of your immediate supervisor:

How many people do you supervise (immediate supervision only)? If there are five or fewer, what are their names? If more than five, please indicate their titles and how many of each.

Does your job include typing? Dictation by shorthand, speedwriting, etc.?

% of time _____ % of time _____

List any machines, equipment or vehicles you operate regularly as part of your job:

Number of years or months you have worked in your present job:

Number of years or months you have worked for this agency or department:

Describe the extent to which you are allowed to make independent decisions as part of your job:

Were you promoted to your present job from another job in the same agency? From a job in another agency? Were you hired at your present job from the outside? Explain:

Is there a chance you could be promoted to a higher paying job in your agency? In another agency? To what higher classification might you be promoted? Explain:

How many years of school have you completed? (Count high school graduation as 12 years, college graduation as 16 years.) If you passed the GED, indicate:

Did you receive any technical, vocational or other special training as a preparation for your present job? Explain:

Do you have a college degree (bachelor's)? With what major? Do you hold any other academic or professional degree? Please indicate degrees held:

Have you received any specific in-service training in this agency as a preparation for your present job? As a preparation for a promotion? Explain:

Have you accepted assistance from your agency (tuition, leave time, expenses, etc.) in completing high school or college courses? What courses? Explain:

Does your job involve mostly:

Direct contact with people_____ Paperwork_____ Supervision of other employees _____ Operation of machines _____ Vehicles _____

LEAVE THIS SPACE BLANK

FILMED FROM BEST AVAILABLE COPY

APPENDIX III - B

CIVIL SERVICE CLASSES USED IN THE DEPARTMENT OF CORRECTIONS LISTED ACCORDING TO PAY GRADE

09	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
				Corr.Parole Couns. I		Corr.Parole Couns. II			Corr.Parole Couns. III	Asst.Warden	Corr.Parole Couns. IV	Corr.Parole Couns. V		Corr.Parole Supt.	Warden
				Soc.Worker I		Social Worker II	Soc.Worker III					Comm.Center Work Release Coord.			
				Prison Sociologist I	Prison Sociologist II		Prison Sociologist III		Comm. Center Work Release Supvr.						
				Parole Agent		Parole Supvr.I	Parole Supver.II		Social Worker IV	Soc.Worker V					
			Prison Ind. Foreman	Prison Ind. Supv.			Prison Ind.Supt.		Diag.Team Supvr.						
			Prison Ag. Foreman		Prison Ag. Supvr.		Prison Ag. Supt.		Prison Sociologist IV						
Guard		Guard Sgt.		Guard Lieut.	Guard Capt.		Sr. Guard Capt.								
			Corr. Couns.I			Corr.Couns. II									
		Prison Food Supvr. I		Prison Food Supvr. II	Prison Food Supvr. III										
		Trans. Officer													
	Prison ID Tech.			Prison ID Supvr.											
				Prison Comm. Dist. Officer											
	Prison Mnt.Wkr.	Prison Mnt.Cftsmn.	Prison Mnt. Supvr.												

APPENDIX III - C

CLASS SPECIFICATIONS FOR ILLINOIS CORRECTIONAL SERVICE SERIES

CORRECTIONAL SERVICE SPECIALIST I

DISTINGUISHING FEATURES OF WORK:

Under immediate supervision, applies previous training in the performance of entry-level basic correctional service work as a member of a correctional team in an institution or facility for adult public offenders; acquires further training in various techniques of correctional programs through both on-the-job experience and separate learning experiences; interacts with correctional service clients in daily living activities directed toward the objective of preparing their re-entry into the general society as successfully functioning, law-abiding persons.

ILLUSTRATIVE EXAMPLES OF WORK:

1. Conducts general surveillance of instituinal offender clientele for purposes of maintaining security and safety of clientele and staff; corrects or reports dangerous situations, using judgment under supervision.

2. Engages in a variety of group management activities directed toward maintenance of an orderly and constructive environment; these may include work or recreation supervision or management of other activities of daily living in a residential setting.

3. Participates in structured learning experiences in work setting or in separate learning environment; relates learning to work; develops skills, practices learned behaviors.

4. Interacts socially with offender clientele in activities directed toward changes in client attitudes, perspective, self-image and behavior.

5. Attends meetings and discussions as directed; maintains records, makes reports as assigned.

DESIRABLE REQUIREMENTS:

Education:

Requires completion of approved training program for this class, or equivalent.

Experience:

Requires no specific prior experience other than completion of approved training.

Significant Responsibilities

Requires an ability to maintain an objective and constructive attitude toward the clientele group and individuals in it; requires ability to act with decision and self-confidence in interactive situations with the clientele group.

Requires ability to apply learned techniques and behaviors to current situations requiring interactive and group management skills.

CORRECTIONAL SERVICE SPECIALIST II

DISTINGUISHING FEATURES OF WORK:

Under general supervision, performs a variety of responsible group management and personal interaction tasks and activities related to the major objectives of a program of corrections for adult public offenders, in institutions, other facilities or in the community; on occasion or in some work assignments supervises other employees; participates in various kinds of training activities.

ILLUSTRATIVE EXAMPLES OF WORK:

1. Supervises work of groups of adult offenders in a correctional institution, farm or other facility; instructs clientele group members in techniques, methods and procedures involved in the work process; interacts with clientele group in a work setting in ways that further change-directed objectives of the correctional program.

2. Supervises other correctional service specialists and trainees in group management tasks and activities related to maintenance of security, safety and order in a correctional institution.

3. Serves in selected high-security or other special posts where considerable responsibility or independent judgment would be required in a correctional institution.

4. Accepts special responsiblity for furthering program aims with respect to selected individuals from the offender clientele group in an institution or other facility or in a community program; participates in interactive and helping activities with such individuals; participates in group sessions directed toward changes in client attitude, perspective, self-image or behavior, or toward maintenance of improvements or changes in these characteristics.

5. Attends meetings and discussions as needed; makes reports as assigned; participates in learning programs as required.

DESIRABLE REQUIREMENTS:

Education

Requires completion of all approved training requirements for this class, or equivalent. Satisfactory completion of an approved Associate of Arts program in Corrections to be followed by appropriate in-service training may be considered an equivalent for required training and experience (below).

Experience

Requires at least one year of experience as a correctional service specialist in an adult correctional program or the equivalent.

Significant Responsibilities

Requires an ability to act with decisiveness and confidence in situations involving adult offenders in institutions or in the community; requires an ability to interact with clientele constructively, based on experience and training.

Requires an ability to manage work time, to provide guidance and supervision to other employees, and to maintain constructive relations with work staff and clientele.

CORRECTIONAL SERVICE MANAGER I

DISTINGUISHING FEATURES OF WORK:

Under general supervision, performs a variety of highly responsible group management and personal interaction tasks and activities related to the major objectives of a program of corrections for adult public offenders in institutions or other facilities or in the community; supervises other employees in a variety of such activities; participates in ongoing training program.

ILLUSTRATIVE EXAMPLES OF WORK:

1. Coordinates and supervises staff engaged in institutional industries, farm, or other work program; instructs and guides work management staff in techniques, methods and procedures involved in the work process, and in their relations with the clientele group, in ways that further the major objectives of the correctional program.

2. Acts as group management and security supervisor for program area of institution; coordinates staff activities within assigned area; maintains security and surveillance standards appropriate to area.

3. Serves as assistant to responsible institutional program administrator; coordinates staff development activities as assigned; accepts special assignments for group management, helping or related services, or institutional security.

4. Carries out responsible work with individual or groups of offenders, ex-offenders or potential offenders in institutions, other facilities or in community service programs, directed toward constructive change in attitude, perspective, self-image or behavior; performs skilled helping or interactive work with clientele groups after appropriate learning.

5. Participates in structured learning experience and staff development program; attends meetings as required; maintains records, makes reports as assigned.

DESIRABLE REQUIREMENTS:

Education

Requires completion of all approved training requirements for the class, or equivalent. Satisfactory completion of a baccalaureate program approved as preparation for this work and to be followed by appropriate in-service training may be considered an equivalent for required training and experience (below).

Experience

Requires at least two years of experience as a correctional service specialist in an adult correctional program, or the equivalent.

Significant Responsibilities

Requires an ability to work in a wide range of correctional settings as a responsible agent and director of change in clientele patterns of living; requires an ability to manage and direct work of other staff members, associated with maintenance of acceptable standards of safety, work performance, security, and furtherance of overall program objectives, and to provide appropriate instruction and guidance while so engaged.

CORRECTIONAL SERVICE MANAGER II

DISTINGUISHING FEATURES OF WORK:

Under direction, manages the work of program staff in a significant area serving the major objectives of a program for adult public offenders; supervises and coordinates a variety of staff activities; participates in ongoing training program.

ILLUSTRATIVE EXAMPLES OF WORK:

1. Directs work in an industrial shop or farm operation; assumes responsibilities for all aspects of operation management, including aspects directly relating to constructive change in client attitude, perspective, self-image or behavior.

2. Assumes responsibility for direction and coordination of group management, security, and client-helping services in a significant area of an instituional program; provides guidance and instruction to subordinate personnel.

3. Manages unit of correctional service personnel engaged in change-directed activities with clientele individually or in groups, or in strengthening and maintenance of constructive attitude or behavior, in institutions or other facilities, or in community programs.

4. Participates in structured learning experiences and staff development programs, attends meetings, maintains records, makes reports as required.

DESIRABLE REQUIREMENTS

Education

Requires completion of all approved training requirements for this class, or equivalent. Satisfactory completion of a Master of Arts or Sciences program approved as preparation for this work and to be followed by appropriate in-service training may be considered an equivalent for required training and experience (below).

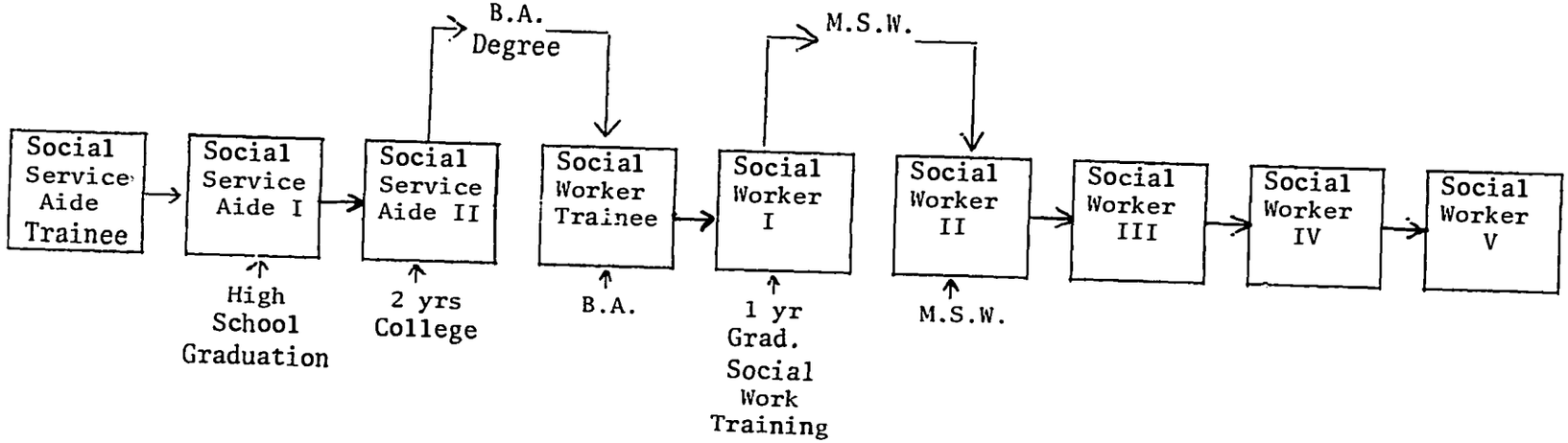
Experience

Requires at least one year of experience as a correctional service manager in an adult correctional program, or the equivalent.

Significant Responsibilities

Requires an ability to manage work operations ranging to moderately complex levels; requires an understanding of the overall objectives of correctional programs for adult offenders, of activites designed to further those objectives, and of appropriate measures for evaluation of ongoing program activities.

THE SOCIAL WORK SERIES UTILIZED IN THE ILLINOIS DEPARTMENT OF CHILDREN AND FAMILY SERVICES



APPENDIX IV - A

APPENDIX IV - B-1

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT
ASSIGNMENT BY
INTERVIEWING SKILLS

Unit Assignment	Interviewing Skills				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	3	4	(5)
Emergency Protective Services	1	2	3	4	(5)
General Services	1	2	3	(4)	5
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	3	(4)	5
Inter-Country Adoptions	1	2	(3)	4	5
Juvenile Court Liaison	1	2	(3)	4	5
Foster Home Purchasing	1	(2)	3	4	5
Services to Other Agencies	1	2	(3)	4	5
Foster Home Finding	1	2	3	(4)	5
Local Adoptions	1	2	(3)	4	5
Independent Foster Home Licensing	1	2	(3)	4	5
Unmarried Parents	1	(2)	3	4	5
Resource Coordination	(1)	2	3	4	5
Homemaker Service	(1)	2	3	4	5
Intake Screening	1	(2)	3	4	5

APPENDIX IV - B-2

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT ASSIGNMENT BY
INTERPRETATIVE-EVALUATIVE SKILLS

Unit Assignment	Interpretative-Evaluative Skills				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	3	4	(5)
Emergency Protective Services	1	2	3	(4)	5
General Services	1	2	3	(4)	5
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	3	(4)	5
Inter-Country Adoptions	1	2	(3)	4	5
Juvenile Court Liaison	1	(2)	3	4	5
Foster Home Purchasing	1	2	(3)	4	5
Services to Other Agencies	1	2	(3)	4	5
Foster Home Finding	1	2	3	(4)	5
Local Adoptions	1	2	(3)	4	5
Independent Foster Home Licensing	1	2	3	(4)	5
Unmarried Parents	(1)	2	3	4	5
Resource Coordination	1	(2)	3	4	5
Homemaker Service	1	(2)	3	4	5
Intake Screening	1	(2)	3	4	5

APPENDIX IV - B-3

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT ASSIGNMENT
BY CLIENT-DIRECTED HELPING SKILLS

Unit Assignment	Client-Directed Helping Skills				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	3	4	(5)
Emergency Protective Service	1	2	3	(4)	5
General Services	1	2	3	4	(5)
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	3	(4)	5
Inter-Country Adoptions	1	(2)	3	4	5
Juvenile Court Liaison	1	(2)	3	4	5
Foster Home Purchasing	1	2	(3)	4	5
Services to Other Agencies	(1)	2	3	4	5
Foster Home Finding	(1)	2	3	4	5
Local Adoptions	1	(2)	3	4	5
Independent Foster Home Licensing	(1)	2	3	4	5
Unmarried Parents	1	2	(3)	4	5
Resource Coordination	(1)	2	3	4	5
Homemaker Service	(1)	2	3	4	5
Intake Screening	(1)	2	3	4	5

APPENDIX IV - B-4

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT
ASSIGNMENT BY
WORK MANAGEMENT SKILLS

Unit Assignment	Work Management Skills				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	(3)	4	5
Emergency Protective Services	1	2	3	(4)	5
General Services	1	2	3	(4)	5
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	(3)	4	5
Inter-Country Adoption	1	2	3	(4)	5
Juvenile Court Liaison	1	2	(3)	4	5
Foster Home Purchasing	1	2	(3)	4	5
Services to Other Agencies	1	2	(3)	4	5
Foster Home Finding	1	(2)	3	4	5
Local Adoptions	1	(2)	3	4	5
Independent Foster Home Licensing	1	(2)	3	4	5
Unmarried Parents	1	(2)	3	4	5
Resource Coordination	1	2	3	4	(5)
Homemaker Service	1	2	3	(4)	5
Intake Screening	1	2	(3)	4	5

APPENDIX IV - B-5

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT ASSIGNMENT BY
SKILLS IN INTER-PERSONAL RELATIONS

Unit Assignment	Skills in Interpersonal Relations				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	3	4	(5)
Emergency Protective Service	1	2	3	(4)	5
General Services	1	2	3	(4)	5
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	3	(4)	5
Inter-Country Adoptions	1	(2)	3	4	5
Juvenile Court Liaison	1	2	3	(4)	5
Foster Home Purchasing	1	2	(3)	4	5
Services to Other Agencies	1	2	(3)	4	5
Foster Home Finding	1	(2)	3	4	5
Local Adoptions	1	(2)	3	4	5
Independent Foster Home Licensing	1	(2)	3	4	5
Unmarried Parents	1	(2)	3	4	5
Resource Coordination	(1)	2	3	4	5
Homemaker Service	(1)	2	3	4	5
Intake Screening	(1)	2	3	4	5

APPENDIX IV - B-6

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT
ASSIGNMENT BY
COMMUNICATION SKILLS

Unit Assignment	Communication Skills				
Child Abuse	1	2	3	4	(5)
Family Services	1	2	3	4	(5)
Emergency Protective Service	1	2	3	(4)	5
General Service	1	2	3	(4)	5
Placement (Foster Home)	1	2	3	(4)	5
Institutions (Placement)	1	2	3	(4)	5
Inter-Country Adoption	1	2	3	(4)	5
Juvenile Court Liaison	1	2	(3)	4	5
Foster Home Purchasing	1	2	(3)	4	5
Services to Other Agencies	1	2	(3)	4	5
Foster Home Finding	1	(2)	3	4	5
Local Adoptions	1	2	(3)	4	5
Independent Foster Home Licensing	1	(2)	3	4	5
Unmarried Parents	1	2	(3)	4	5
Resource Coordination	(1)	2	3	4	5
Homemaker Service	1	(2)	3	4	5
Intake Screening	(1)	2	3	4	5

APPENDIX IV - B-7

ILLINOIS CHILDREN AND FAMILY SERVICES DEPARTMENT

DISTRIBUTION OF UNIT
ASSIGNMENT BY
AVERAGE SKILL LEVEL

Unit Assignment	Average Skill Level				
Child Abuse	1	2	3	4	5.0
Family Services	1	2	3	4.7	5
Emergency Protective Service	1	2	3	4.2	5
General Services	1	2	3	4.2	5
Placement (Foster Home)	1	2	3	4.0	5
Institutions (Placement)	1	2	3.8	4	5
Inter-Country Adoption	1	2	3.0	4	5
Juvenile Court Liaison	1	2.8	3	4	5
Foster Home Purchasing	1	2.8	3	4	5
Services to Other Agencies	1	2.7	3	4	5
Foster Home Finding	1	2.5	3	4	5
Local Adoptions	1	2.5	3	4	5
Independent Foster Home Licensing	1	2.3	3	4	5
Unmarried Parents	1	2.2	3	4	5
Resource Coordination	1.8	2	3	4	5
Homemaker Service	1.8	2	3	4	5
Intake Screening	1.7	2	3	4	5

APPENDIX IV - C

CLASS SPECIFICATIONS FOR CHILDREN'S SERVICES CAREER SERIES

Summary:

Positions in this class offer highly prescribed and closely supervised work in an entry-level traineeship performing a variety of information-gathering, information-providing, transporting and escorting, appointment and activity-arranging, and helping tasks with adults and children on behalf of children in need of services because of dependency, neglect or abuse. Other tasks are associated with record-keeping, oral and written communication, organizational maintenance and development, and self-development.

Characteristic Tasks and Activities:

Participants in structured work/study learning experience extending through six-month period directed toward acquisition of skill and competence in children's services. Escorts and transports children to medical and dental appointments. Makes arrangements for provision of various services to children or to natural or foster families in agency clientele. Assists in provision of helping services to unmarried parents. Assists in assessing value to program of prospective foster homes. Assists in appraising prospective adoptive family situations, working with experienced staff members. Conducts interviews; provides information; collects data, maintains records; attends staff meetings and training sessions.

Skills Utilized:

Reading and simple computation; listening; learning; interpreting and evaluating; management of materials and time.

Training Provided:

Applicable laws governing placement, custody and treatment of children; resources of the community for children's services; policies, procedures and practices of the agency, of the courts, and of allied agencies and organizations; human behavior; the life cycle; determinants of personality; role of the family; effects of class, status, culture; dynamics of adult-child interaction; motivation for parenthood; experience of pregnancy and motherhood; child-rearing in minority cultures; elementary child development; contemporary social issues. Elementary skill development in interviewing, interpretation and evaluation, extending help to persons in need, work management, personal interaction, oral and written communications.

Career Opportunities:

Opportunities for advancement of responsibility, authority, range of activity, and salary grade are mainly in the Children's Services Class Series as follows: 6 mos → Children's Services Worker → 2 yrs → Children's Services Specialiast I → 2 yrs → CSS II → 1 yr → CSS III or CS Manager I → 1 yr → CSM II → 1 yr CSM III → CS Administrative and Executive classes. Alternative pathways: with specified training and

and development inputs, the Youth Services series, and the Child Development series, with Mental Development, Behavioral Development or Day Care options. Recommended experience in each class can be reduced in time in accordance with specified rules.

Selection Guidelines:

Score of 6.0 on Stanford Achievement Test in reading comprehension, or equivalent score in other test accepted by Department of Personnel. Selection panel should consider such attributes as personal warmth, oral communication skills, authenticity and personal integrity as manifested in interview and supported by reference materials, and apparent personal autonomy.

CHILDREN'S SERVICES WORKER

Summary:

Positions in this class offer considerably structured but generally supervised work in a beginning worker (basic training completed) role performing a variety of information-gathering, information-providing, transporting and escorting, appointment and activity-arranging, interpreting-appraising, and helping tasks with adults and children on behalf of children in need of services because of dependency, neglect or abuse. Other tasks are associated with record-keeping, oral and written communication, organizational maintenance and development, and self-development.

Characteristic Tasks and Activities:

Interviews prospective adoptive and foster parents; evaluates home and family situations. Interviews and provides a variety of services and arrangements for unmarried parents. Provides information to clients, courts and representatives of community agencies. Makes various arrangements for provision of services to children. Escorts and transports children or adults in order to facilitate provision of services. Collects and evaluates data; maintains records; attends staff meetings; participates in regularly scheduled supplementary learning experiences.

Skills Utilized:

Elementary interviewing: fact-gathering with simple to moderately difficult interpretation and evaluation of information; elementary skills in giving strength and comfort to persons in trouble; work management skill at moderate development; reading; oral and written communication; self-management and personal interactive skill at elementary level.

Training Provided:

Remedial reading, if necessary, to level of 8.0 reading comprehension on Stanford Achievement Test or equivalent by end of first six months; review of laws,policies and practices of the agency, the courts, and allied agencies; community resources; common human needs, child development, personality dynamics, minority cultures; contemporary social issues; pregnancy and parenthood; continued development of skills as cited above.

Career Opportunities:

Opportunities for advancement of responsibility, authority, range of activity and salary grade are ordinarily in the Children's Services Class Series as follows: 2 yrs ⟶ Children's Services Specialist I → 2 yrs → CSS II → 1 yr → CSS III or CS Manager I ⟶ 1 yr → CMS II → 1 yr → CSM III ⟶ CS Administrative and Executive classes. Alternative pathways: with specified training and development, the Youth Services series, and the Child Development series, with Mental Development, Behavioral Development or Day Care options. Recommended experience in each class can be reduced in time in accordance with specified rules.

Selection Guidelines:

Satisfactory completion of basic Children's Services traineeship, including satisfactory level of reading comprehension or Associate of Arts degree in child development or closely related field ruled acceptable. Selection panel should stress evidence of practical good judgment, personal autonomy, authenticity and personal integrity, empathic capacity and personal warmth, self-direction, some skill in personal interaction and oral communication, as manifested in interview and supported by reference materials with application or evaluations from traineeship.

CHILDREN'S SERVICES SPECIALIST I

Summary:

Positions in this class offer moderately structured and generally supervised work in a skilled worker(considerable training/experience) role performing a variety of information-gathering, interpreting, evaluating, personal interactive and client-directed helping tasks with adults and children on behalf of children in need of services because of dependency, neglect or abuse. Other tasks are associated with oral and written communication, recording of data, organizational maintenance and development and self-development.

Characteristic Tasks and Activities:

Collects, interprets and evaluates information bearing on adoptions or foster home placements; confers with officials and staff members of agencies in other states or counties, and officials of the court; arranges for temporary and long-term foster care; provides direct helping services to children and adults in need of counseling in adoptive or foster care situations. Occasionally escorts or transports children in order to facilitate provision of services. Participates in structured work/study learning experience extending through six-month period of intensive learning, and continuing in modified form on regular basis. Conducts interviews; provides information; collects data; maintains records; attends meetings.

Skills Utilized:

Skilled interviewing and interpretation/evaluation of information; client-directed helping skills at moderate level; developed skill in personal interaction in dealing with courts, agency personnel and client groups; well-developed skills in written and oral communication, work management and decision-making.

Training Provided:

Review of (or introduction to, as appropriate) laws, policies and practices of the agency, courts and allied agencies; community resources; common human needs, child development; behavioral psychology; sociology and social psychology; personal dynamics; minority cultures; contemporary social issues; pregnancy and parenthood; development of work management and language skills, personal development and helping skills.

Career Opportunities:

Opportunities for advancement of responsibility, authority, range of activity and salary grade are most available in the Children's Services Class series, though credits for training and experience may be given in the Youth Services, Child Development, Correctional Services and Behavioral Development class series. CS progression is as follows: 2 yrs ⟶Children's Services Specialist II →1 yr →CSS III or CS Manager I →1 yr →CSM II ⟶1 yr →CSM III ⟶CS Administrative and Executive classes.

Selection Guidelines:

Passing score by Board Review admitting employee to the class as trainee; or baccalaureate degree in social work, child development or closely related field ruled acceptable. First six months are considered a training period and probation period as well. Selection panel reviewing applications from outside the service should give recognition to interest in children and families and social dynamics, and should give attention to evidence of self-management and discipline, practical good judgment, personal autonomy and integrity, authenticity, personal warmth and empathic capacity, and skills in language and personal interaction as evidenced in interview and supported by reference materials with application.

CHILDREN'S SERVICES SPECIALIST II

Summary:

Positions in this class offer moderately structured and generally supervised work with a high degree of discretion in decisions and judgments in a highly skilled worker (extensive training/experience) role performing a variety of information-gathering, interpreting, evaluating, analytical, personal interactive and client-directed helping tasks with adults and children on behalf of children in need of services because of dependency, neglect or abuse. Other tasks are associated with oral and written communications, recording of data, organizational maintenance and development and self-development.

Characteristic Tasks and Activities:

Collects, interprets, analyses and evaluates information in order to make decisions bearing on foster care placement on emergency, temporary or long-term bases; confers with court officers, personnel of other agencies, and other community resource people in order to provide services

to children; provide direct helping services to children or adults in need of counseling; attempts to bring about changes in family attitudes or behavior through personal interaction and individual or group counseling techniques; arrenges or seeks assistance in arranging for needed examinations or other services; participates in continuing learning experience and skill development; maintains records; attends meetings.

Skills Utilized:

Highly developed skills in interviewing and eliciting information; in analyzing and evaluating relevant data; in managing work time and materials; in personal interaction with other staff and community resources; in helping client group toward self-realization and toward changes in attitude, behavior, or life situation.

Training Provided:

Review of (or introduction to, as appropriate) laws, policies and pratices of the agency, courts and allied agencies; community resources. Continuing learning/work experience in human behavior, child development, minority cultures, social psychology, contemporary social issues. Continuing development of work management skills, interactive and helping skills, language and interpretative-evaluative skills.

Career Opportunities:

Opportunities for advancement of responsibility, authority, range of activity and salary grade are most available in the Children's Services Class series, though some credit for training and experience may be given in the Youth Services, Child Development, Correctional Services and Behavioral Development class series. CS progression is as follows: 1 yr → Children's Services Specialist III or Children's Service Manager I → 1 yr → CSM II → 1 yr → CSM III ⟶ CS Administrative and Executive classes.

Selection Guidelines:

Advancement from CSS I is automatic after two years (or less, in accordance with specified rules). Applicants from outside the service must have completed work for and received a Master's degree in social work (or in other field acceptable to the Department and to the Department of Personnel). Acceptance is conditional upon satisfactory completion of a six-month training period to coincide with the employee probation period. Selection panel should give recognition to interest in children and family life and social dynamics, and should give attention to evidence of self-management and discipline, practical good judgment, personal autonomy and integrity, authenticity, personal warmth, and skills in language and personal interaction as evidenced in interview and supported by reference materials with application.

CHILDREN'S SERVICES SPECIALIST III

Employing Agency: Department of Children and Family Services

Summary:

Positions in this class offer generally structured, highly independent work under general supervision or direction with a high degree of discretion in decisions and judgments in a professionally skilled worker (very extensive training/experience) role performing a variety of personal interactive and client-directed helping tasks with adults and children on behalf of children in need of services because of dependency, neglect or abuse. Other tasks are associated with collecting, eliciting, analyzing and evaluating of information, arranging for emergency care and services, oral and written communication, recording of data, organizational maintenance and development and self-development.

Characteristic Tasks and Activities:

Attempts to bring about changes in attitudes, behavior or family life situations through application of group or individual counseling techniques, application of other community resources, or action of the court or the agency. Arranges for or seeks assistance in finding emergency or temporary solutions in pending cases. Collects, interprets, analyzes and evaluates information in order to make decisions bearing on placement or treatment of neglected or abused children. Evaluates natural and foster home situations in order to aid in agency or court decisions. Participates in continuing learning experience and skill development; maintains records; attends meetings.

Skills Utilized:

Mainly utilizes a high degree of skill development in client-directed helping activities; however, other skills need to be highly developed, notably language skill in oral and written communications, work management, personal interaction, interviewing, and interpretative-evaluative skills used in dealing with people.

Training Provided:

Review of laws, policies and practices of the agency, other agencies, and the courts; community resources. Continuing learning/work experience in human behavior, child development, adult-child interaction, minority cultures, social psychology. Continuing development of skills, particularly self-management in personal interaction and in client-directed helping skills.

Career Opportunities:

Children's Services progression is as follows: lateral transfer to CS Manager I, with appropriate training; from CSM I $\longrightarrow$ 1 yr $\longrightarrow$ CSM II $\longrightarrow$ 1 yr $\longrightarrow$ CSM III $\longrightarrow$ CS Administrative and Executive classes. Other opportunities, with appropriate allowances for learning/experience in the program, are available in Youth Services, Child Development, Behavioral Development, and Correctional Service class series.

Selection Guidelines:

Advancement to this class is ordinarily only by promotion from Children's Services Specialist II. Applications may be considered from outside the service if learning and experience have been clearly comparable and with appropriate adjustments made in the agency training schedule for such new employees. Criteria for acceptance should follow guidelines stated for CSS II.

CHILDREN'S SERVICES MANAGER I

Summary:

Positions in this class offer generally structured, highly independent work under general supervision or direction with a high degree of discretion in decisions and judgments in a professionally skilled supervisory (very extensive training/experience) role performing a variety of unit management tasks in a program of social services on behalf of children in need of help because of dependency, neglect or abuse.

Characteristic Tasks and Activities:

Supervises groups of workers in unit performing foster or adoptive home evaluations, work with adoptive or unmarried parents, services to the courts or to other agencies and related tasks. Performs training and staff development functions as part of ongoing supervision of employees. Coaches and reviews work of subordinates. Manages total unit caseload, scheduling work and assigning cases to workers. Reviews cases and evaluates worker performance. Attends staff and other meetings; makes reports; maintains records.

Skills Utilized:

Work management and group leadership skills; problem-solving and decision-making skills. Communications and language skills, and skill in coaching and counseling of subordinate workers.

Training Provided:

Focus on leadership, human relations, group behavior, and effective communication. Skill development stress on coaching and developing personnel, problem-solving and decision-making.

Career Opportunities:

Career development in management of children's services: 1 yr → CSM II → 1 yr → CSM III → CS Administrative and Executive classes. Management in Child Development and other career lines possible, with adjustments of learning/work experience. Lateral transfer to CS Specialist III.

Selection Guidelines:

Advancement to this class is ordinarily only by promotion from Children's Services Specialist II or by lateral movement from CS Specialist III. Applications from outside the service may be considered if learning and experience of work have been clearly comparable to CSS II or III. Panel should be guided by Board Review criteria.

CHILDREN'S SERVICES MANAGER II

Summary:

Positions in this class offer generally structured, highly independent work under general supervision or direction with an unusual degree of discretion in decision-making and judgments in a professionally skilled supervisory (very extensive training and experience) role performing a variety of unit management tasks in a program of social services on behalf of children in need of help because of dependency, neglect or abuse.

Characteristic Tasks and Activities:

Supervises groups of workers in unit performing services to adults and children with a moderate-to-intensive commitment to skilled counseling and casework services, which might include work with foster families, natural parents, emergency protective services, or child abuse cases. Performs training and staff development functions as part of ongoing supervision. Coaches and reviews work of subordinates. Manages total unit caseload, scheduling work and assigning cases to workers. Reviews cases and evaluates worker performance. Attends staff and other meetings; makes reports; maintains records.

Skills Utilized:

Work management and group leadership skills are stressed though client-directed helping skills and case management skills are helpful in coaching of workers under supervision. Others: group management, language and communications skills.

Training Provided:

Training continuum stresses group behavior, leadership, human relations, coaching and counseling of subordinates, staff development techniques, problem-solving and decision-making, and introduces management theories and techniques.

Career Opportunities:

Career development in management of children's services: 1 yr → CSM III →CS Administrative and Executive classes. Management in Child Development and other career lines possible, with adjustments of learning/work experience.

Selection Guidelines:

Advancement to this class is ordinarily only by promotion from Children's Services Manager I. Applications from outside the service may be considered if learning and work experience have been clearly comparable to the CSS →CSM I continuum.

CHILDREN'S SERVICES MANAGER III

Summary:

Positions in this class offer generally structured, highly independent work under administrative direction allowing for the exercise of independent judgment and decision affecting multiple units of administration in a professionally skilled administrative and supervisory (comprehensive preparation for program management) role performing a variety of management tasks in a program of social services on behalf of children in need of help because of dependency, neglect or abuse.

Characteristic Tasks and Activities:

Administers small-to-moderately sized district office for conducting services for children; administers and supervises a section of a large district office containing two or more casework units. Coaches and reviews work of subordinate supervisors and workers. Develops budget; administers expenditures. Schedules work; coordinates activities of office or section. Reviews work and evaluates work performance. Attends Department staff meetings and other meetings. Makes reports; maintains records; maintains program of public and community relations.

Skills Utilized:

Administrative skills: budget management and development; personnel administration and staff assignment and supervision; work management and group leadership; inter-personal relations in community and public relations. Language and communications skills are important at this level.

Training Provided:

Budget planning and preparation; financial management; personnel management; management of training and staff development; human relations; group behavior; management theories (management by objectives; Theory X and Theory Y techniques; motivation, etc.).

Career Opportunities:

Career development in management of children's services continues into Children's Services Administrative and Executive classes.

Selection Guidelines:

Advancement to this class is ordinarily only by promotion from Children's Services Manager II, though promotion from CSM I is not to be ruled out where promotional opportunities at the CSM II level have been limited, or in cases of exceptional individuals. Applicants from outside the service may be considered if learning and work experience have been clearly comparable to the CSM continuum.

SELECTED SUPPLEMENTARY REFERENCES

A. Mental Health

Albee, George. Manpower myths and realities and one possible answer- a new mental health worker in a new institution. Presented to the National Association for Mental Health, Chicago, Nov., 1967.

Albee, George. Mental health and manpower trends. New York, Basic Books, 1959.

Arnhoff, Franklin N., et al., eds. Manpower for mental health. Chicago, Aldine Publishing, 1969.

Cohen, Louis D. Evaluation and training in the face of a changing mental health scene. Presented to a seminar for the Evaluation of Mental Health Training Programs, co-sponsored by the Illinois Dept. of Mental Health and Region V of the National Institute of Mental Health, June 1967.

Economy in manpower utilization. Report of the task force on Manpower and Training. State of Washington, Division of Mental Health, Oct., 1966.

Elison, Jack, et al. Public image of mental health services. Report of a joint project of the Columbia University School of Public Health and Administrative Medicine and the New York City Community Mental Health Board. New York, Mental Health Materials Center, 1967.

Frieden, Bernard J. and James Peters. Urban planning and health services: opportunities for cooperation. Community Mental Health Journal, Feb., 1970.

Hodges, Allen and Stanley C. Mahoney. Expectations for the comprehensive mental health center: the community. Community Mental Health Journal, Feb., 1970.

MacLennan, B. et al. The implications of the nonprofessional in community mental health. Washington, Howard University, 1966 (mimeo).

Mental health program reports-4. Washington, Office of Program Planning and Evaluation, National Institute of Mental Health, Public Health Service, 1970.

New careers. Bulletins published by the New Careers Development Center. New York, New York University, 1967-8.

Newsletter. Bulletins published by the Kentucky Mental Health Manpower Commission. Louisville, Ky., 1966-8.

Rieff, Robert and Frank Reissman. The indigenous nonprofessional: a strategy of change in community action and community mental health programs. Lexington, Mass., Community Mental Health Journal, 1965.

Riessman, Frank. Issues in training the new nonprofessional. Prepared for the National Manpower Advisement Committee. Washington, March, 1967.

Rioch, Margaret et al. Pilot project in training mental health counsellors. Washington, National Institute of Mental Health, 1965.

Sobey, Francine. The nonprofessional revolution in mental health. New York, University Book Service, 1971.

Staffing standards for public mental hospitals, vols. 1 and 2. Sacramento, California, Office of Program Review, Dept. of Mental Health, 1967.

State Mental Health Programs and Personnel Administration. Lexington, Ky., Council of State Governments, 1969.

Teague, Dutton and Dorothy P. Buck, eds. Utilization of manpower in mental health and related areas. Boulder, Colorado, Western Interstate Commission for Higher Education.

The community college in mental health training. Report of a conference co-sponsored by the Southern Regional Education Board and the National Institute of Mental Health. Atlanta, Georgia, Southern Regional Education Board, April, 1966.

Visotsky, Harold M. Manpower needs, recruitment and training programs. Presented to the University-State Agency Council. Springfield, Illinois, October, 1966.

Visotsky, Harold M. Remarks on training needs. Presented to the Spring Training Conference of the Illinois Dept. of Mental Health, April, 1965.

Werry, John S. The emotionally disturbed child- after diagnosis, what? A working paper for May, 1970 Illinois White House Conference on Children and Youth. Springfield, Ill., 1968.

Wiley, Wretha. Designing jobs and careers in the model city program. Report for the New Careers Development Center. New York, New York University, Sept., 1967.

B. Corrections

A time to act. Final Report of the Joint Commission on Correctional Manpower and Training. Washington, Joint Commission, 1969.

Amos, William E. and Raymond C. Manella, eds. Readings on the administration of institutions for delinquent youth. Springfield, Ill., Charles C. Thomas, 1965.

Benjamin, Judith G. et al. Pros and cons: new roles for nonprofessionals in corrections. Washington, U.S. Govt. Printing Office, 1966.

Empey, LaMar T. Alternatives to incarceration. Washington, U.S. Govt. Printing Office, 1967.

Glaser, Daniel. The effectiveness of a prison and parole system. New York, Bobbs Merrill Co., Inc., 1969.

Glaser, Daniel and Vincent O'Leary. Personal characteristics and parole outcome. Washington, U.S. Govt. Printing Office.

Golembiewski, Robert T. Men, management, and morality: toward a new organizational ethic. New York, Bobbs Merrill Co., Inc., 1969.

Keller, Oliver J., Jr. and Benedict S. Alper. Halfway houses: community centered correction and treatment. Lexington, Mass., Heath Lexington Books, 1970.

Konopka, Gisela. Group work in the institution. New York, Association Press, 1954.

Manual of correction standards. Washington, American Correctional Association, 1969.

Martin, John M., et al. Analyzing delinquent behavior-a new approach. Washington, U.S. Govt. Printing Office.

Meyer, Henry J., et al. Girls at vocational high. New York, Russell Sage Foundation, 1965.

Newman, Charles L. Sourcebook on probation, parole and pardons. Springfield, Ill., Charles C. Thomas, 1968.

Proceedings of the ninety-ninth annual Congress of Correction of the American Correctional Association. Washington, American Correctional Association, 1969.

Schoderbek, Peter P. and William E. Reif. Job enlargement: key to improved performance. Ann Arbor, University of Michigan Bureau of Industrial Relations, 1969.

Sheridan, William H. Standards for juvenile and family courts. Washington, U.S. Govt. Printing Office, 1966.

Vedder, Clyde B. and Dora B. Somerville. The delinquent girl. Springfield, Ill., Charles C. Thomas, 1970.

C. Children's Services

Brieland, Donald, et al. Differential use of manpower: a team model for foster care. New York, Child Welfare League of America, 1968.

Child welfare as a field of social work practice. New York, Child Welfare League of America and Children's Bureau, 1959.

Differential use of staff in family and child welfare services. Washington, U.S. Dept. of HEW, Office of Child Development, Govt. Printing Office, 1970.

Erikson, Erik H. Childhood and society. New York, W.W. Norton & Co., 1963.

Goldenberg. I. Ira. Build me a mountain. Cambridge, Mass. Institute of Technology, 1971.

Grosser, Charles F. Helping youth- a study of six community organization programs. Washington, U.S. Govt. Printing Office, 1969.

Jenkins, Shirley and Mignon Sauber. Paths to child placement. New York, Community Council of Greater New York, 1966.

Kahn, Alfred J. Planning community services for children in trouble. New York, Columbia University Press, 1963.

Littner, Ner. The strains and stresses on the child welfare worker. New York, Child Welfare League of America, 1957.

Littner, Ner, et al. Changing needs and practices in child welfare. New York, Child Welfare League of America, 1970.

Manpower, salaries, and personnel practices in children's agencies in Illinois. Springfield, Child Care Association of Illinois, 1970.

Neighborhood centers serve the troubled family. New York, National Federation of Settlements and Neighborhood Centers, 1964.

Norris, Miriam and Barbara Wallace, eds. The known and unknown in child welfare research: an appraisal. New York, National Association of Social Workers, 1965.

Our troubled children- our community's challenge. Proceedings of a conference sponsored by Edwin Gould Foundation. New York, Columbia University Press, 1967.

Position on use of social work assistants in family service agencies. New York, Family Service Association of America, 1968.

Rosenheim, Margaret K., ed. Justice for the child. New York, Free Press, 1962.

Ryan, William and Laura Morris. Child welfare problems and potentials. Boston, Mass. Commission for Children and Youth, 1967.

Schwartz, E.E., ed. Manpower in social welfare: research perspectives. Report of Institute on Research Approaches to Manpower Problems in Social Welfare Services to Children and Families. New York, National Association of Social Workers, 1966.

Shoemaker, Louise. Parent and family life education for low-income families. Washington, U. S. Dept. of HEW, Govt. Printing Office, 1965.

The home office, the child, the family and the young offender. London, Her Majesty's Stationery Office, 1965.